More Than an Open Door: Access and Equity in Ontario's Community Colleges

Study Team 3 Final Report

VISION 2000

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Vision 2000 is a review of the mandate of Ontario's Colleges of Applied Arts and Technology. It is coordinated by the Ontario Council of Regents and was initiated by the Minister of Colleges and Universities in October of 1988.

A Steering Committee, with broad-based representation, was established to guide the Vision 2000 process. Consultation, with a wide variety of stakeholders, and research was handled by five study teams. Study Team 1's task was to provide an empirical snapshot of the current college system and its external environment. Study Team 2 examined the role of colleges in our changing economy, while Study Team 3 looked into ways that the college system could promote access and educational support for diverse learners. Study Team 4's purpose was to study the challenging interrelationships of quality, accessibility and efficiency. For Study Team 5 the research and consultation focussed on the linkages between colleges and other educational institutions.

The Final Report of Study Team 3 is the outcome of the deliberations of the members of Study Team 3, Chaired by Ruth Gates. This Final Report does not necessarily represent the views of the Vision 2000 Steering Committee, the Ontario Council of Regents, or the Government of Ontario.

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Acknowledgments

This Study Team 3 Final Report represents the combined energies of many people who care about colleges and communities. First, a very special thanks to the Study Team 3 members who contributed thoughtful perspectives from many constituents, and who were involved in research and consultation. Many other people from community organizations and colleges throughout the province also greatly enriched out team's work through their participation in surveys and interviews, their written Vision submissions and their involvement in community focus groups.

Thanks also to the writers of our background papers, Bernice Bell, Elizabeth Thorsen and Susan Wismer. In addition, we appreciate the assistance from numerous conference participants, other Vision 2000 staff and team members, and the very helpful staff at the Ontario Council of Regents. Finally, special thanks to Susan Wismer who facilitated study team workshops, and was central to the research and writing of this final report.

Ruth Gates,
Chair, Study Team 3

Francie Aspinall,
Executive Officer, Study Team 3

Preface

More Than an Open Door is the title of the final report produced by Study Team 3 for the Vision 2000 process. This idea, that the college system should provide to its prospective students and present students more than access, means that access is not simply the opportunity to get past the front doors. Access means the equitable provision of an opportunity to succeed.

Study Team 3 was composed of 18 volunteers who represented a wide-rang e of constituencies. Members were associated with groups that have been traditionally under-represented and not as well-served as 'typical' college students. Working with its members, with focus groups, and with submissions from over 60 concerned groups and individuals who cared enough about the future of Ontario's colleges to send in their visions, the Study Team and its Executive Officer, Francie Aspinall, developed a series of significant research questions. The team then identified four areas of strategic focus for implementation of the principle of equitable access:

- educational equity for diverse groups;
- lifelong learning;
- adequate support;
- a system-wide approach to research for planning and evaluation.

Recommendations for improving the situation for our diverse groups of learners were developed and were approved by the Study Team as a whole. In general, it is interesting to note that although Study Team 3 examined the college system from its particular perspective of equity and access, other study teams are producing some similar recommendations about access while coming from quite different perspectives. It is clear that as we look toward the year 2000, the colleges' role in society and the economy must be to ensure that appropriate resources are put into place to assist part-time learners, students with disabilities, native students, students of diverse multicultural and ethnic backgrounds, etc.

Lifelong learning is a phrase we hear much of these days, but the college system is not really prepared for the advent of the lifelong learner who will select the times at which he or she will enter and re-enter the learning process and will moreover want to find in the system the diversity of services, programs and delivery methods that are appropriate for the year 2000. As part of the Vision 2000 process, we have identified areas of concern and highlighted problems which must be addressed. We

have also provided a draft set of values which, we believe, will assist the college system in developing in a humane and appropriate direction. We have communicated widely with the communities that we serve and our recommendations are reflective of those communities. In all our thinking, we have attempted to be responsible and to recognize the fact that financial resources are limited; we have attempted to point out ways in which overall college objectives can be realized without calling for a massive infusion of capital. Having said that, however, it must be pointed out that a refocussing on the priorities outlined in this report will demand resources and will demand a commitment from all concerned to ensuring that a college education is accessible and is a successful experience for all concerned.

Ruth Gates
Chair, Study Team 3

Summary of Recommendations

▲ Basic Values: a Statement for Ontario's Colleges

Recommendation 1: Values

The following recommended values statement should be formally incorporated in the Statement of Mandate for Ontario's community college system, as part of its official documentation:

> Education has an essential role to play in the development of a world which is peaceful, environmentally sound, equitable and economically viable. Education is a critical force in any society which effectively balances individual and community needs, fostering personal initiative and cooperation within human relationships based on mutual respect.
>
> In broad terms, education should give people the opportunity to develop the skills and knowledge that they need to actively adapt to and make a constructive contribution to the world in which they live. Community college education should enhance students' occupational choices and opportunities, and promote the development of individual potential. It should also instill in students a commitment to social responsibility and care for the communities in which they live, and respect for the rights to cultural integrity and self-determination of those whose language and traditions may be different from their own.
>
> Ontario's Community Colleges should provide accessible, high-quality services and programs which are available on an equitable basis to diverse groups within the communities they serve; and with special emphasis on those groups who are least well served by other public and private sector educational organizations and institutions. In all their policies, programs, structures and services, Ontario's colleges should model for their communities the peaceful, equitable and viable world for which they educate.

▲ Key Principle One: Equitable Access

Recommendation 2: Equitable Access

A commitment to the principle of equitable access, as defined below, should be included in a formal statement of renewed mandate for the Ontario community college system:

Within the college system, equitable access means an active effort to provide equality of educational opportunity to all students, through the implementation of non-discriminatory, non-elitist admission policies and the creation of appropriately flexible programs and services which enable traditionally under-represented groups to participate fully in post-secondary education.

▲ Implementing Equitable Access: The Principle in Practice

Recommendation 3: Educational Equity

The Ontario community college system should be formally committed, in policy and practice, to educational equity, as defined below:

> Educational equity involves the identification and removal of systemic barriers to educational opportunities that discriminate against women, visible minorities, aboriginal peoples, persons with disabilities, people living in poverty or members of other groups which have been identified as being under-served with respect to their needs for post-secondary education. Educational equity also involves the implementation of special measures and the application of the concept of reasonable accommodation when these are necessary to achieve and maintain a student group which is representative of the communities served.[1]

The following measures are required in order to ensure that a systemic commitment to educational equity is fully implemented:

3a. Establish and monitor policies at the individual college level.

All colleges must have in place educational equity policies, race and ethnic relations policies, and employment/appointment equity policies for all designated groups;[2] and must also formally define specific measures for implementing and monitoring these policies.

3b. Establish system-wide standards for reasonable accommodation.

Colleges must ensure that the specific ethno-cultural and/or physical characteristics of learners are respected by providing ongoing support for the

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1 This definition is based on the definition of employment equity currently in use by Employment and Immigration Canada. See Employment and Immigration Canada, Employment Equity: A Guide for Employers. (Ottawa: Supply and Services Canada, no date, WH 3 596.)

2 These include, in addition to women, cultural and linguistic minorities, visible minorities, and people with specific disabilities.

educational aspirations of a wide variety of individual learners. In practice, this means an active system-wide commitment to accommodation of those with specific physical or learning disabilities through maintenance and expansion of existing Special Needs programming; and a parallel commitment to provision of culturally-appropriate programming in situations where it is needed.

3c. Establish and monitor system-wide employment equity policies.

The Province of Ontario has defined employment equity as:

> "equal employment opportunity regardless of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, sexual orientation, age, record of offenses, marital status, family status, or handicap ... (E)mployment decisions should be based on merit, and not on criteria that are unrelated to job performance."

Educational equity requires employment equity. While the colleges have made some important steps forward in the employment equity area, there is still much work to be done in order to ensure that colleges are representative of the diverse communities they serve with respect to administration, faculty, and staff, at all levels.[3]

3d. Ensure that funding, policies, services and program structures are adjusted to allow for flexible completion dates and varying educational methodologies.

College courses and programs must be organized so that established goals and standards can be met through a wide range of program plans and methods and within varying time periods. Services and programs must be reorganized to provide equal educational opportunities in part-time and full-time studies.

3e. Establish, as a matter of mandate and priority, a commitment to ensuring that no one should be barred from college education because of low-income levels or the problems associated with low-income levels.

The college system as a whole, and individual colleges must specifically identify and develop strategies for the removal of systemic barriers to equitable access by low-income people. Study Team 3 research has found that groups identified as being 'under-served' within the college system tend to have in common historically low levels of income.

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3 Wendy Vermeersch, Presentation of the Chair of the College Committee on Equity in Education and Employment to Vision 2000. (unpublished, February, 1989.)

3f. Be prepared to engage in advocacy work when required.

The college system as a whole, and individual colleges should be prepared to advocate for designated groups both in working with provincial government ministries on issues related to educational equity; and in making public statements supporting initiatives which will increase the potential for educational access for low-income people and members of other designated groups.[4]

Recommendation 4: Lifelong Learning:

Ontario's colleges should commit themselves, in policy and practice, to supporting lifelong learning, according to the following definition:

> 'Lifelong learning' includes those purposeful activities that people undertake with the intention of increasing their knowledge, developing and updating their skills, and modifying or affirming their attitudes throughout their lifetimes.[5]

In order to support lifelong learning, the following measures are required:

4a. Eliminate distinctions between part-time and full-time learners and programs.

Existing distinctions between part-time and full-time learners and programs must be removed in funding for programs and learners, in program structure, and in support services.

4b. Organize services and programs so that the family and work responsibilities of learners are recognized and supported.

Colleges must reorganize support services and programs in order to be able to effectively address the educational needs of the increasing numbers of learners who must balance a commitment to post-secondary education with equally important commitments to children, spouses, aging or dependent relatives and places of work. In particular, colleges must recognize that available times for education are frequently fragmented by other responsibilities and often occur outside the regular '9 to 5' working day; and

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4 Relevant initiatives in the former category include removing biases against part-time students within OSAP (the Ontario Student Assistance Program) and improving levels of support available within various programs offering training allowances and subsidies for educational purposes. In the latter category, issues such as the development of national policies on child care and literacy, or municipal policies on ethnic and race relations, are examples.

5 Adapted from Organization for Economic Cooperation and Development, Secretariat, Learning Opportunities for Adults: Framework for a Comprehensive Policy for Adult Education. (Paris: OECD, 1975.)

that provision for comprehensive child-care services must be made a high priority.[6]

4c. *Establish early and ongoing learner-college relationships.*

In order to effectively assist learners to engage in lifelong learning, colleges must be prepared to begin to work with prospective learners before registration and to maintain contact with them after completion of college programs. In practice, this will mean more emphasis on working with high schools, referring community agencies and places of employment to identify and counsel prospective learners; new approaches to assessing the ongoing learning needs of those who have officially completed college programs; and developing support services, such as child care and vocational counselling, which are accessible not only to present, but also to former and potential students.

Recommendation 5: Adequate Support

Ontario's colleges must make a system-wide commitment to the provision of adequate support, as defined below:

> Colleges provide adequate support by ensuring that all measures necessary for successful transition into and out of the college system, including financial resources, services and preparatory programs are in place and are equitable and available to all students.

In practice, a commitment to adequate support will require the following measures:

5a. *Provide initial and ongoing individual needs assessment, as a supportive element in a lifelong educational process.*

Increased allocation of resources for individual needs assessment of current students and prospective students will be required in order to ensure that educational resources are delivered as efficiently and effectively as possible to an increasingly diverse client population. Needs assessment should be available to all students. It should be organized as part of the learning experience of college education — as a process of providing students with the skills and knowledge necessary to identify needs and goals and to match them with relevant courses and programs. Needs assessment takes place not only as students enter college, but also as they prepare to make the transition from college to community; and at a number of future points, as they prepare to re-enter college as part of their engagement in lifelong learning. This requires

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6 Comprehensive child care includes part-time, after 4:00 p.m. and evening care as well as the 'regular' full-time services.

not only ongoing contact with students, but also well-defined and fully-informed relationships with their current and/or prospective employers.

5b. Ensure a commitment to preparatory programming.

Students or prospective students who do not have the skills and knowledge necessary to succeed in a particular college program should be provided with a clearly defined pathway into that program, via college-sponsored or college-approved preparatory and remedial education.

5c. Stabilize funding for access programs.

Currently access programs (outreach, counselling, bridging, assessment, preparatory programs, remediation etc.) are funded through a variety of mechanisms and programs which tend to be vulnerable and/or unstable. Access programs must be recognized, in funding, as well as in policy, as an integral part of college education and an essential component of a strategy designed to ensure that college graduates emerge with the highest possible levels of skills and knowledge.

Recommendation 6: Research

Research is required, on a system-wide basis, in order to assist individual colleges and the system as a whole with evaluation, strategic and long-range planning and program/service development. Information is needed on a province-wide basis, concerning why students enrol at colleges, what happens to prevent would-be students from enrolling, why students leave before completing programs, and what happens to students over a period of years after completion of college programs. As part of the responsibility which comes with receiving public resources, the community college system must be prepared to evaluate systematically its activities in terms of outcomes.

In order for research capacity to be developed, the following measures will be necessary:

6a. Create a central mechanism for planning, coordinating, carrying out and distributing the results of province-wide research.

A representative organization should take on an enhanced research role or a separate research institute should be established.

6b. Allocate funds for research at provincial, regional and local levels.

Research monies should be identified and allocated to provide for research projects initiated by individual colleges, college regions and the system as a whole.

6c. Ensure bilingual capacity.

Research must be accessible to people who speak both of Canada's official languages.

▲ **Key Principle Two: Quality of Service**

Recommendation 7: Quality of Service

Ontario's colleges, like all educational institutions, are service-providers and must be guided by and evaluated upon a commitment to quality of service, as defined below:

> Quality of educational service is both process and outcome. With respect to process, quality of service is based on equitable access and its attendant concepts of educational equity, lifelong learning, adequate support and ongoing research for planning and evaluation. With respect to outcome, quality of service is based on **relevance** to learner needs, **relationships** with groups served and effective and efficient distribution of **resources** in order to achieve optimum levels of educational and occupational opportunity for a diverse group of present and potential students.[7]

▲ **Implementing Quality of Service: The Principle in Practice:**

Recommendation 8: Education for Change and Development

It would be a serious mistake to pretend that the major socio-economic and environmental challenges which Ontario, Canada and the world are facing could be solved simply through an emphasis on economic efficiency. Colleges have a social responsibility to model for and educate about activities which acknowledge and act on the challenges facing all of us. In particular, college learning must not only be about how to make 'a good living,' in the employment and income-related sense in which the phrase is usually understood. It must be about 'good living' in its broader sense — about making a life which is ethically, culturally, environmentally and socio-economically sound.

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7 **It is important to note here that we are referring to the distribution of quality as well as quantity of both human and financial resources.**

No matter what their area of program emphasis, all college students should be provided with education in skill and knowledge areas designed to maximize their ability to access a range of high-quality educational and employment opportunities.[8] Graduates of college programs should be recognized for their skills and knowledge in the areas of:

- literacy
- numeracy
- interpersonal and communication skills
- analytical and problem-solving skills
- technological literacy
- global issues and good citizenship.

Allocation of resources to these areas should be a first priority across all programs. System-wide common parameters for 'exit standards' should be developed. The best preparation for a 'high tech' world lies in the acquisition of a set of well-developed portable and transferrable skills. These skills are essential so that students can achieve personal security for themselves and their families, and so that they can be committed and productive community members.

Recommendation 9: Links

Development and maintenance of effective partnerships between colleges and other community organizations and institutions from public, private and non-profit sectors, are essential in ensuring relevance and the most equitable and effective distribution of educational resources.

The development and maintenance of links will require the following measures:

9a. Develop outreach and community-based research:

All colleges should allocate resources to regular community-based needs assessment, through outreach to all sectors of the community served as part of an ongoing commitment to quality of service.

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8 High-quality employment opportunities are those which offer secure sources of meaningful and interesting work at adequate wages with good benefits and safe and healthy working conditions.

9b. ***Promote community-based planning and decision-making:***

New approaches are required in order to involve community members more directly in relevant planning and decision-making at the college level. In addition to using regular community-based needs assessments as a mechanism for participatory planning, colleges should consider developing a restructured and more fully integrated approach to creating and working with advisory committees. For example, this would include standard procedures for advertising vacancies on committees and common approaches to developing terms of reference for committees. Colleges should also establish mechanisms to ensure that ongoing cycles of strategic planning are informed and influenced by an analysis of local issues and opportunities. In particular, as part of a regular scanning process, colleges should assess the degree to which their students, employees and programs represent the needs, interests, and socio-cultural characteristics of the wider communities in which colleges are located.

9c. ***Define a locally-identified role for colleges:***

Individual colleges must shape their general role to specifically local opportunities and issues, in order to be relevant to the needs of the communities they serve. As indicated above, the general role of colleges should be to provide students with a set of portable, transferrable skills designed to enhance educational and employment opportunity and to provide students with the capacity to meet the social, economic and environmental challenges in Ontario's communities and in the broader world. How this role is expressed, however, will vary considerably, depending on the varying social, cultural and economic circumstances of the diverse communities which colleges serve.

9d. ***Develop special relationships with identified groups:***

Just as special measures are necessary in order to ensure that all people have equal educational opportunities within colleges, so special relationships are sometimes necessary in order to achieve consistently strong and positive relationships with a variety of communities and of groups within communities. In particular, in situations where cultural self-determination and development is a critical educational goal (as with native peoples and with Franco-Ontarians), specially-defined relationships will be necessary in order to achieve consistent quality of service.[9]

9e. ***Promote laddering relationships with community-based groups:***

Many community-based groups and school boards are doing excellent educational work in areas (such as literacy) which have the potential to complement and extend the scope of college programming. Laddering

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9 **See Appendix A: Constituency-Specific Recommendations.**

relationships, which provide formally-defined, college-mandated pathways to and from community-based educational programs, are necessary in order to realize this potential.[10]

Recommendation 10: Human Resource Development

On a system-wide basis, human resource development for college employees must be a high priority, in order to ensure that colleges have the human capacity to design and deliver relevant programs to a changing clientele.

10a. Ensure that college employees are given the opportunity to engage in ongoing skill development in the following areas: adult learning needs, styles and strategies; relevant technical and applied fields; and ethno-cultural/racial and disability awareness and accommodation.

▲ Conclusion

Recommendation 11: Equitable Access and Quality Service — Implementing the Vision

Ontario has a choice to make. It can follow the lead of the United States and watch as its social and economic middle continues to erode, taking with it the security and well-being of a large part of our population, or it can decide that there must be an alternative. Colleges have a critical role to play in advocating for an alternative future and in ensuring that there are pathways which lead from part-time and temporary jobs offering low wages, few or no benefits, and poor safety and health conditions, to high quality sources of employment. As institutions established to provide a bridge into non-university post-secondary education, and as a system which is committed to the twin principles of equitable access and quality of service, colleges can play a leading role in the movement toward an equitable, respectful and sustainable society.

11a. Establish a formal mechanism for implementing recommendations coming out of the Vision 2000 process.

This mechanism will require an adequate resource base; a representative structure which provides for ongoing participation in decision-making at the individual college level; and an advisory committee, with strong

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10 Community-based literacy programs, for example, are often able to work with learners who cannot access college-based literacy programs, or who would prefer not to attend college. Graduates of community-based programs, however, may well be prepared for college-based learning.

representation from community organizations and employers, which will have responsibility for monitoring and reporting on the implementation phase of Vision 2000.

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Study Team members participated in Vision 2000 as individuals. There is no implied or necessary connection between the opinions expressed in this Final Report and the positions or policies adopted by the organizations with which Study Team members are affiliated or employed.

Introduction

Study Team 3 is one of five teams which have been assembled to provide guidance to the Steering Committee for Vision 2000.[11] Each team has an identified area of emphasis and has been expected to coordinate research and consultation and to facilitate public input into the Vision 2000 process. Study Team 3 includes 18 volunteer members, who represent a wide range of 'communities' within the college system. The frequently overlapping membership of these communities includes people with diverse racial and ethnic backgrounds, labour union members, women, native people, Franco-Ontarians, 'special needs'[12] groups, seniors and the non-profit sector. Study Team 3 has a particular mandate to examine issues related to access and equity.

This Final Report provides a summary of the perspective which Study Team 3 has developed during the course of its work. A more detailed discussion can be found in the five research papers which Study Team 3 has produced.[13] Study Team 3 members are not calling for radical changes to the original mandate and value base of the college system. However, they do believe that a change in priorities and a more proactive and critical approach to realizing a renewed mandate and clarified set of values in action, are required. As a first step in articulating the changes necessary, Study Team 3 has drafted a values statement for the Ontario Community College system in the year 2000. From that values statement, two key principles for action have been identified: equitable access and educational quality.

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11 A sixth table, including Francophone representatives from all five teams, has produced a separate report, including recommendations for college education for Franco-Ontarians. Recommendations from the report relevant to Study Team 3's work have been included in Appendix A.

12 For the purposes of this paper, the following definition of special needs will be used: "Special Needs means disabilities (including learning disabilities) that impair an individual's ability to demonstrate academic competence." Elizabeth Thorsen, Team 3's researcher investigating issues related to special needs has cautioned, however, that by the year 2000, Ontario's colleges should follow the lead of the Human Rights Commission in developing a position on special needs which emphasizes 'reasonable accommodation' rather than particular sets of physical, mental or learning characteristics. Elizabeth Thorsen, "Special Needs Students: Toward the Year 2000," Colleges and the Communities. (Toronto: Vision 2000, 1990.)

13 See Appendix F: Abstracts of Background Papers.

This report and its recommendations are based on the recommended values statement and organized around the two principles for change. The section below addresses Study Team 3's concern that commitment to a consistent, system-wide statement of values provides an essential foundation for the kind of community college system which we envision. The following two sections address the two key principles of equitable access and educational quality, providing definitions and recommendations for implementation. A concluding section discusses the implications of the recommendations for the mandate and role of Ontario's community colleges in the coming decades. A number of appendices are attached, including Appendix A, a series of supporting constituency-specific recommendations, developed by Study Team 3 members; and Appendix B, a glossary of key terms used in this report.

It is important to recognize that many initiatives which are currently underway in colleges across the province are consistent with the recommendations of Study Team 3. There are many strengths in the current situation. However, there is much work still to be done. Our recommendations are intended to indicate areas where system-wide initiatives are required, or where individual initiatives which are currently considered unusual or innovative need to become common practice.

Although Study Team 3 found much to celebrate during its investigation of access and equity in college-community relationships, it also identified a rising tide of concern that colleges are not addressing rapidly changing social and economic conditions in Ontario with the energy, commitment and leadership which are required. Ontario's colleges were designed originally to provide a bridge into post-secondary education and increased employment and educational opportunities. That mandate — to be a bridge to widened range of opportunity — is at least as important now as it was twenty-five years ago, when Ontario's colleges began their work. Vision 2000 provides the opportunity to reaffirm that mandate and to strengthen it with a series of innovative and/or redirected supporting policies and practices.

Basic Values:
A Statement for Ontario's Community Colleges

▲ A Values Statement to be Incorporated into the Mandate

Recommendation 1: Values Statement

The following recommended values statement should be formally incorporated in the Statement of Mandate for Ontario's community college system, as part of its official documentation:

> Education has an essential role to play in the development of a world which is peaceful, environmentally sound, equitable and economically viable. Education is a critical force in any society which effectively balances individual and community needs, fostering personal initiative and cooperation within human relationships based on mutual respect.
>
> In broad terms, education should give people the opportunity to develop the skills and knowledge that they need to activeiy adapt to and make a constructive contribution to the world in which they live. Community college education should enhance students' occupational choices and opportunities, and promote the development of individual potential. It should also instill in students a commitment to social responsibility and care for the communities in which they live, and respect for the rights to cultural integrity and self-determination of those whose language and traditions may be different from their own.
>
> Ontario's Community Colleges should provide accessible, high quality services and programs which are available on an equitable basis to diverse groups within the communities they serve; and with special emphasis on those groups who are least well served by other public and private sector educational organizations and institutions. In all their policies, programs, structures and services, Ontario's colleges should model for their communities the peaceful, equitable and viable world for which they educate.

Diversity is one of the Ontario community college system's greatest strengths. Each of the province's 22 colleges has adapted to local circumstances in different ways to address local needs and concerns. However, in order for that diversity to be maintained and enhanced in the coming years, it is essential that Ontario's colleges have a strong sense of the common ground which provides a foundation for flexible and innovative adaptation to changing circumstances.

In 1965, when the college system was established, it may have been possible to assume that colleges, along with other public institutions, shared a well-known and unchanging set of values with the Ontario public they were created to serve. Today, in 1990, it is no longer possible to make such an assumption. In a rapidly changing world, values also change. And in an increasingly heterogeneous society, assumptions about what 'traditional' values are, must take into account many traditions. As a matter of integrity, credibility, social responsibility, and as part of their educational practice, Ontario colleges must be able to articulate clearly for the people they serve the values on which they base their policies and practices. The values statement recommended here provides the basis for a reaffirmed and refocussed statement of mandate, and provides the foundation for the recommendations which follow.

Key Principle One: Equitable Access

Recommendation 2: Equitable Access

A commitment to the principle of equitable access, as defined below, should be included in a formal statement of renewed mandate for the Ontario community college system:

> Within the college system, equitable access means an active effort to provide equality of educational opportunity to all students, through the implementation of non-discriminatory, non-elitist admission policies and the creation of appropriately flexible programs and services which enable traditionally under-represented groups to participate fully in post-secondary education.

▲ What is Equitable Access?

The principle of equitable access encompasses two basic ideas: equity and access.

EQUITY DEFINED:

Equity has been defined in the Canadian Charter of Rights and Freedoms as follows:

> "Every individual should have an equal opportunity with other individuals to make for himself or herself the life that he or she is able and wishes to have ... without being hindered in or prevented from doing so by discriminatory practices based on race, national or ethnic origin, colour, religion, age, sex or marital status, or conviction for an offence for which a pardon has been granted or by discriminatory employment practices based on physical handicap."[14]

Equity is a matter of public policy and of legislated mandate for public educational institutions, including Ontario's Community Colleges. In addition to the Canadian Charter of Rights and Freedoms, the Ontario Human Rights Code, Ontario's participation in the First Ministers' Conference on the Status of Women, Ontario's commitment in policy to native self-government in 1985, Bill 82 which establishes the right to appropriate education, the French Language Services Act, federal and provincial multiculturalism policies and a number of other pieces of federal and provincial legislation and/or policy have affirmed the right to equality of

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14 Canadian Human Rights Commission, Canadian Human Rights Act: A Summary. (Ottawa: Government of Canada, 1978).

opportunity and self-determination of every Ontario resident. These laws and policies have also placed increasing responsibility on relevant institutions for ensuring that equality is a matter of practice, as well as policy.

ACCESS DEFINED:

With respect to access, the following quotes provide the basis for defining the term:

> "... accessibility, in it simplest terms, means that post-secondary education must be available to the sons and daughters of people who have not themselves had the opportunity, and to those groups in our society who have not enjoyed equal opportunity to participate ..."[15]
>
> "Access: The opportunity for students to enrol and succeed in appropriate college programs"[16]

THE IDEA OF EQUITABLE ACCESS:

... More than an open door ...

The definition of equitable access which Study Team 3 has developed includes the central ideas expressed in both statements above: that access is an historical process of progressively removing barriers, with emphasis on those who have been least well-served in the past; and that access is not simply the opportunity to get past the front doors. It means the equitable provision of 'opportunity to succeed' — finding within those doors the constellations of resources and services necessary for realizing optimum benefits from post-secondary education.

... Not simply a matter of numbers ...

Equitable access is not primarily a matter of numbers. Equitable access policies may or may not result in an increase in the absolute numbers of students admitted to the college system. The issue is not whether colleges recruit more students, but whether the basis for recruitment of whatever numbers resources allow, is fair. Equitable access is a matter of ensuring, through policies, support services, the structure and content of programs and courses, and the structure and allocation of resources, that

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15 Brian Segal, Chair, Report of the National Forum on Post-Secondary Education. (Toronto: Council of Ministers of Education, Canada, 1988.)

16 Terry Dance, " Access and Quality: Preparatory and Remedial Education in the Colleges," Challenges to the College and the College System. (Toronto: Vision 2000, 1990.)

all members of the communities that colleges serve have **equal opportunity** to benefit from the resources that colleges represent.

... Equity and efficiency ...

Some concern has been expressed about whether colleges can 'afford' equitable access. One response to that concern relates to the point made above — that equitable access has at least as much to do with quality as it does with quantity. Of course, equitable access costs money, but it does not necessarily cost **more** money.[17] A wide variety of submissions to Vision 2000's Study Team 3 have emphasized the belief that equitable access is a matter of eliminating 'waste' — for example, by increasing retention rates; and by reallocating resources based on the development of new policies such as those designed to ensure that college employees and students are representative of the diversity of the communities colleges serve.[18] Everyone accepts that resources will continue to be constrained. Many people believe as well that a more equitable allocation of resources can also be a more efficient use of available resources.[19]

▲ Why Equitable Access?

The argument for equitable access is a simple but compelling one. Developed economies are increasingly knowledge-based. In order to maintain its historical status as a developed nation, Canada will need to invest heavily in human resource development.[20]

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17 It is important to note here, however, that equitable access does not provide an argument for less money. A recurrent concern among clients of the colleges and among members of the college community throughout the Vision 2000 process has been that the outcomes of Vision 2000 should not be used to justify further cutbacks in funding to community colleges.

18 This was, for example, an important and recurring theme in the responses to Study Team 3's survey, carried out in the summer of 1989.

19 See, for example, Rianne Mahon "Toward a Highly Qualified Workforce: Improving the terms of the Equity-Efficiency Trade-Off" in Colleges and the Changing Economy. (Toronto: Vision 2000, 1989.)

20 Premiers' Council, Competing in the Global Economy. (Toronto: Queen's Printer, 1988.)

Increasingly, the mark of a developed nation lies not only in its capacity to **compete** effectively in global economies, but also by its ability to **cooperate** in the interests of sustainable development.[21]

Competition for a place in global markets and cooperation in the interests of future generations will require a diverse and adaptable workforce. The more culturally and ethnically diverse that workforce is, and the better equipped its members are with a high level of skills and knowledge, the more effectively and efficiently it will be able to anticipate and meet the needs of customers from all over the world; and to make the adjustments in lifestyle and thinking which will be necessary in order to ensure that the human and natural communities we leave to our future generations will be able to support them in a state of general well-being.

In practice, investment in human resource development will require that as many people as possible be encouraged to maximize their capacities to acquire or improve skills and knowledge, no matter what their educational or cultural background. The best approach to creating a skilled, adaptable and diverse workforce is to make educational resources available to the broadest range possible of people, in forms relevant to their particular needs.

Given their dependence on public funding, continued financial support for colleges will rest on their evident contribution to the socio-economic well-being of the communities and regions they serve. The socio-economic milieu in which colleges exist, during these last years of the twentieth century is one in which, increasingly, people are acknowledging that long-term survival and well-being is directly linked to issues of equity.[22] Through a mandated commitment to equitable access, Ontario's colleges will be well-placed to play a critical role in ensuring the equitable

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21 Sustainable development is defined as: a community-based process of planning and development directed toward achieving optimum states of human and environmental well-being without compromising the possibilities for other people, at other times and places, to do the same. Source: Susan Wismer, "Planning for Sustainable Development in Canada." (forthcoming.)

22 See, for example, Hon. John Sweeney, Min., Looking Ahead: Trends and Implications in the Social Environment, (Toronto: Ontario Ministry of Community and Social Services/Queens Printer, 1989); Hon Bette Stephenson, Minister, "Toward the Year 2000: Future Conditions and Strategic Options for the Support of Learning in Ontario," Review and Evaluation Bulletin 5:1, (Ontario Ministry of Education/Ontario Ministry of Colleges and Universities/Queen's Printer, 1984); Provincial Access Committee, Access to Advanced Education and Job Training in British Columbia, (Victoria: Ministry of Advanced Education and Job Training, 1988). For a global perspective on the same argument, see Gro Brundtland, Chair, Our Common Future. (Oxford: Oxford University Press, 1987).

distribution of educational resources within and across communities, as a fundamental part of their contribution to meeting the emerging human resource needs of the province as a whole.

One of the greatest challenges facing Ontario's colleges in the twenty-first century will be how to share limited educational resources equitably among all those who are in need of some form of post-secondary education, in each of the communities the colleges serve. It is Study Team 3's belief that the basis for addressing that challenge must be a commitment to the principles of equitable access; and of quality of educational service.[23]

▲ Implementing Equitable Access: The Principle in Practice

CURRENT PRACTICE:

The present situation is not equitable. Young, highly motivated high school graduates with a clear need for an intensive preparation for work in fields related to health, business, human services and technologies were a highly visible group in the first days of Ontario's colleges. It is perhaps not surprising that, in the rush to serve them, other groups and individuals were assumed to have less priority. However, the result has been a legacy of systemic barriers for learners who do not 'fit.'

One study found, for example, that part-time students are considered to be 'less important' than full-time students; and that this opinion expresses itself not only in the attitudes of faculty, administrators and support staff, but also in the structure of resources, programs, services and information provided. In 1987-88, for example, part-time funded tuition represented 27% of all tuition revenue in Ontario's colleges, yet only 8% of expenditures were directed to part-time funded activity.[24]

Another study found that in 1987, there were approximately five registered part-time college students for every one full-time student; and that, historically, growth in part-time student enrolments has increased steadily, while full-time enrolments

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23 Many of Vision 2000's Study Team 1, 2, 4 and 5's conclusions are similar.

24 Teresa Karolewski, "Continuing Education in Ontario's Community Colleges: Student Profiles, Barriers and Exceptional Practices." Paper prepared for Vision 2000. June 1989.

appear to be stabilizing for the province as a whole.[25] Clearly, and despite a funding structure which assumes otherwise, part-time students are at least as important as full-time.

Over the years since the colleges were established, consistent concerns have been expressed about the barriers to access experienced by other identified (and frequently overlapping) 'communities' of potential college students. Special needs groups, including people with specific disabilities, native people, francophone people, 'dropouts,' seniors, older workers in need of retraining, women, people with diverse ethnic and racial backgrounds, and in particular, people living in poverty, have all been identified as facing significant barriers within the colleges. While it is certain that some individuals within these groups have experienced overt discrimination, by far the greatest problem is with systemic discrimination — institutional arrangements, such as those affecting part-time learners, which mean that, despite the good intentions of everyone involved, some people are ultimately 'less equal' than others.[26]

Systemic barriers tend to be visible only to those who experience them. The more effective the barriers are, the less likely it is that colleges will hear about them from those who are affected. Systemic barriers frequently have at least as much to do with what is not in place, as they do with what is. For example, absence of child-care facilities, lack of or infrequent public transportation links to colleges during evening hours, inadequate financial assistance, absence of interpreters for deaf or readers for blind people, have all been identified as barriers by people who have not been able to access the college system, despite their desire to do so. Responsive and continuing community consultation is necessary in order to identify and remove barriers which often cannot be easily perceived by people who already have found a place for themselves inside the colleges.[27]

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25 Jo Oppenheimer, "The Relationship Between Schools and Colleges," in Colleges and the Educational Spectrum. (Toronto: Vision 2000, 1989.)

26 See Ontario Council of Regents, With the Future in Mind: An Environmental Scan, (Toronto: Vision 2000, March, 1989) for a review of communities which have been identified as being under-serviced, or possibly under-serviced, by the colleges.

27 The Vision 2000 process has collected much information which identifies currently existing barriers. The challenge now is to act upon that information, and to ensure that consultation is ongoing, since systemic barriers change with changing social and economic conditions.

Study Team 3 has identified four areas of strategic focus for implementation of the principle of equitable access and elimination of problems in the current situation: educational equity for diverse groups; lifelong learning; adequate support; and a system-wide approach to research for planning and evaluation.

EDUCATIONAL EQUITY:

Recommendation 3: Educational Equity

The Ontario community college system should be formally committed, in policy and practice, to educational equity as defined below:

> Educational equity involves the identification and removal of systemic barriers to educational opportunities that discriminate against women, visible minorities, aboriginal peoples, persons with disabilities, people living in poverty or members of other groups which have been identified as being under-served with respect to their needs for post-secondary education. Educational equity also involves the implementation of special measures and the application of the concept of reasonable accommodation when these are necessary to achieve and maintain a student group which is representative of the communities served.[28]

The following measures are required in order to ensure that a systemic commitment to educational equity is fully implemented:

3a. Establish and monitor policies at the individual college level.

All colleges must have in place educational equity policies, race and ethnic relations policies, and employment/appointment equity policies for all designated groups;[29] and must also formally define specific measures for implementing and monitoring these policies.

3b. Establish system-wide standards for reasonable accommodation.

Colleges must ensure that the specific ethno-cultural and/or physical characteristics of learners are respected by providing ongoing support for the educational aspirations of a wide variety of individual learners. In practice, this means an active system-wide commitment to accommodation of those

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28 This definition is based on the definition of employment equity currently in use by Employment and Immigration Canada. See Employment and Immigration Canada, Employment Equity: A Guide for Employers, (Ottawa: Supply and Services Canada, no date, WH-3-596).

29 These include, in addition to women, cultural and linguistic minorities, visible minorities, and people with specific disabilities.

with specific physical or learning disabilities through maintenance and expansion of existing Special Needs programming; and a parallel commitment to provision of culturally-appropriate programming in situations where it is needed.

3c. Establish and monitor system-wide employment equity policies.

The Province of Ontario has defined employment equity as:

> "equal employment opportunity regardless of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, sexual orientation, age, record of offenses, marital status, family status, or handicap ... (E)mployment decisions should be based on merit, and not on criteria that are unrelated to job performance."[30]

Educational equity requires employment equity. While the colleges have made some important steps forward in the employment equity area, there is still much work to be done in order to ensure that colleges are representative of the diverse communities they serve with respect to administration, faculty, and staff at all levels.[31]

3d. Ensure that funding, policies, services and program structures are adjusted to allow for flexible completion dates and varying educational methodologies.

College courses and programs must be organized so that established goals and standards can be met through a wide range of program plans and methods and within varying time periods. Services and programs must be reorganized to provide equal educational opportunities in part-time and full-time studies.

3e. Establish, as a matter of mandate and priority a commitment to ensuring that no one should be barred from college education because of low-income levels or the problems associated with low-income levels.

The college system as a whole, and individual colleges must specifically identify and develop strategies for the removal of systemic barriers to equitable access by low-income people. Study Team 3 research has found that groups identified as being 'under-served' within the college system tend to have in common historically low levels of income.

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30 The Ontario Human Rights Code: An Overview, (Toronto: Ontario Human Rights Commission), unpaginated.

31 Wendy Vermeersch, Presentation of the Chair of the College Committee on Equity in Education and Employment to Vision 2000. (Unpublished, February, 1989.)

3f. Be prepared to engage in advocacy work when required.

The college system as a whole, and individual colleges should be prepared to advocate for designated groups both in working with provincial government ministries on issues related to educational equity; and in making public statements supporting initiatives which will increase the potential for educational access for low-income people and members of other designated groups.[32]

The historical strengths of the college system in the area of diversity need to be extended into new areas in the interests of equitable access. It is no longer possible, if it ever was, to assume that the community of learners which colleges serve, possesses any particular group of characteristics other than a desire to engage in post-secondary education and a need to realize its benefits. Study Team 3 has received its most eloquent and strongly expressed submissions from groups supporting the increased provision of services to diverse groups of learners. Equitable access will require colleges to develop a new capacity to serve different types of learners.

Part-time students, francophone, native, deaf and groups representing people of diverse cultural and ethnic backgrounds have made strong arguments in favour of providing post-secondary education within the college setting which respects their varying backgrounds, respects their need and desire for self-determination, and is oriented to their particular sets of educational requirements. People with specific disabilities have argued that colleges must extend to them their right to an education. People with low levels of educational attainment, who are in need of literacy and numeracy skills, argue that their lack of Grade 12 qualifications is not a sufficient reason to deny them the education which is so clearly in their own interests and in the interests of the communities in which they live.

Groups identified during the Vision 2000 process as being 'under-served' within the colleges, and by implication elsewhere in the post-secondary system as well, tend to have in common at least one thing: low income. Any discussion of equitable access

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32 Relevant initiatives in the former category include removing biases against part-time students within OSAP (the Ontario Student Assistance Program) and improving levels of support available within various programs offering training allowances and subsidies for educational purposes. In the latter category, issues such as the development of national policies on child care and literacy, or municipal policies on ethnic and race relations, are examples.

to college education and of structural relevancy must take into account the correspondence between low income and lack of access to college.

Colleges cannot be expected to singlehandedly overcome all barriers to education on behalf of low-income people. However, they should be able to work actively with low-income people, as a matter of mandate and priority, in order to assist them to deal as effectively as possible with the barriers they face, with respect not only to financial assistance, but also in the areas of child care, study space, health care, and in meeting the frequently conflicting requirements of a wide variety of regulatory agencies.

LIFELONG LEARNING:

Recommendation 4: Lifelong Learning:

Ontario's colleges should commit themselves, in policy and practice, to supporting lifelong learning according to the following definition:

> 'Lifelong learning' includes those purposeful activities that people undertake with the intention of increasing their knowledge, developing and updating their skills, and modifying or affirming their attitudes throughout their lifetimes.[33]

In order to support lifelong learning, the following measures are required:

4a. Eliminate distinctions between part-time and full-time learners and programs.

Existing distinctions between part-time and full-time learners and programs must be removed, in funding for programs and learners, in program structure, and in support services.

4b. Organize services and programs so that the family and work responsibilities of learners are recognized and supported.

Colleges must reorganize support services and programs in order to be able to effectively address the educational needs of the increasing numbers of learners who must balance a commitment to post-secondary education with equally important commitments to children, spouses, aging or dependent relatives and places of work. In particular, colleges must recognize that available times for education are frequently fragmented by other

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33 Adapted from: Organization for Economic Cooperation and Development, Secretariat, Learning Opportunities for Adults: Framework for a Comprehensive Policy for Adult Education. (Paris: OECD, 1975.)

responsibilities and often occur outside the regular '9 to 5' working day; and that provision for comprehensive child-care services must be made a high priority.[34]

4c. Establish early and ongoing learner-college relationships.

In order to effectively assist learners to engage in lifelong learning, colleges must be prepared to begin to work with prospective learners before registration and to maintain contact with them after completion of college programs. In practice, this will mean more emphasis on working with high schools, referring community agencies and places of employment to identify and counsel prospective learners; new approaches to assessing the ongoing learning needs of those who have officially completed college programs; and developing support services, such as child care and vocational counselling, which are accessible not only to present, but also to former and potential students.

Lifelong learning means that colleges must adapt themselves to a reality in which post-secondary education for most people begins at the age of 17 or 18 and continues, on an intermittent basis, for the rest of the mature life of the learner. Education in the context of lifelong learning is a cyclical and iterative process. Although initial post-secondary educational experiences will continue to be important, subsequent experiences are equally important. Across the college system and within individual colleges, the structure of support services, programs and funding needs to be altered in recognition of the importance of episodes of post-secondary education throughout the adult years. Submissions to Vision 2000 have identified a number of important initiatives in this area, including:

- fair assessment for prior learning, including credit for life experience and procedures for acceptance of foreign credentials;
- credit banking, so that college credits can be transferred from one college to another, and from one educational episode to another;
- human resource development for college faculty and staff so that they are fully aware of adult learning needs, and so that they have the skills and knowledge necessary to develop appropriate learning/teaching strategies with and for adult learners.

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34 Comprehensive child care includes part-time, after 4:00 p.m. and evening care as well as the 'regular' full-time services.

ADEQUATE SUPPORT:

Recommendation 5: Adequate Support

Ontario's colleges must make a system-wide commitment to the provision of adequate support, as defined below:

> Colleges provide adequate support by ensuring that all measures necessary for successful transition into and out of the college system, including financial resources, services and preparatory programs are in place and are equitable and available to all students.

In practice, a commitment to adequate support will require the following measures:

5a. Provide initial and ongoing individual needs assessment, as a supportive element in a lifelong educational process.

Increased allocation of resources for individual needs assessment of current students and prospective students will be required in order to ensure that educational resources are delivered as efficiently and effectively as possible to an increasingly diverse client population. Needs assessment should be available to all students. It should be organized as part of the learning experience of college education — as a process of providing students with the skills and knowledge necessary to identify needs and goals and to match them with relevant courses and programs. Needs assessment takes place not only as students enter college, but also as they prepare to make the transition from college to community; and at a number of future points, as they prepare to re-enter college as part of their engagement in lifelong learning. This requires not only ongoing contact with students, but also well-defined and fully-informed relationships with their current and/or prospective employers.

5b. Ensure a commitment to preparatory programming.

Students or prospective students who do not have the skills and knowledge necessary to succeed in a particular college program should be provided with a clearly defined pathway into that program, via college-sponsored or college-approved preparatory and remedial education.

5c. Stabilize funding for access programs.

Currently access programs (outreach, counselling, bridging, assessment, preparatory programs, remediation etc.) are funded through a variety of mechanisms and programs which tend to be vulnerable and/or unstable. Access programs must be recognized, in funding, as well as in policy, as an integral part of college education and an essential component of a strategy designed to ensure that college graduates emerge with the highest possible levels of skills and knowledge.

There is a lot more to college education than what goes on in the classroom. Adequate support cannot be viewed as 'secondary' programming. The educational experience provided through access and support programs is a critical component of the learning experience which colleges provide, and will be an increasingly important complement to classroom-based learning in a world which demands that educated people demonstrate their credentials by being adaptable, analytical and capable of synthesis and problem-solving. The learning experiences which access programs provide, and the links which they develop with groups and programs outside college walls make access programs essential to integrating the resources of colleges with the changing needs and interests of the people in the communities colleges serve.

RESEARCH:

Recommendation 6: Research

Research is required, on a system-wide basis, in order to assist individual colleges and the system as a whole with evaluation, strategic and long-range planning and program/service development. Information is needed on a province-wide basis, concerning why students enrol at colleges, what happens to prevent would-be students from enrolling, why students leave before completing programs, and what happens to students over a period of years after completion of college programs. As part of the responsibility which comes with receiving public resources, the community college system must be prepared to systematically evaluate its activities in terms of outcomes.

In order for research capacity to be developed, the following measures will be necessary:

6a. Create a central mechanism for planning, coordinating, carrying out and distributing the results of province-wide research.

A representative organization should take on an enhanced research role or a separate research institute should be established.

6b. Allocate funds to research at provincial, regional and local levels.

Research monies should be identified and allocated to provide for research projects initiated by individual colleges, college regions and the system as a whole.

6c. Ensure bilingual capacity.

Research must be accessible to people who speak both of Canada's official languages.

Colleges are accountable in different ways to their students, to the communities in which they are located, and to their funders. Yet, during the course of research for Vision 2000, it became apparent that the strong information base and effective communication and decision-making mechanisms which are essential in order to demonstrate accountability are in some cases totally lacking across the college system, and in others, are inadequate or inconsistent. In order to define a role for itself in a changing socio-economic educational context, and to demonstrate its capacity to effectively carry out that role, colleges must be engaged in an ongoing process of research for planning and evaluation purposes. Further, this research activity should be structured in a way which maximizes consultation with and participation by the communities which colleges serve.

Key Principle Two: Quality of Educational Service

Recommendation 7: Quality of Service

Ontario's colleges, like all educational institutions, are service-providers and must be guided by and evaluated upon a commitment to quality of service as defined below:

> Quality of educational service is both process and outcome. With respect to process, quality of service is based on equitable access and its attendant concepts of educational equity, lifelong learning, adequate support and ongoing research for planning and evaluation. With respect to outcome, quality of service is based on **relevance** to learner needs, **relationships** with groups served and effective and efficient distribution of **resources** in order to achieve optimum levels of educational and occupational opportunity for a diverse group of present and potential students.[35]

▲ What is Quality of Educational Service?

As economies throughout the industrial world become increasingly knowledge-based and service-oriented, the word 'productivity' is changing its meaning. Increasingly, the 'leading edge' is based on quality of service.[36] Quantity alone means less and less. In this climate, public sector educational organizations like colleges must be able to point not only to the numbers of students they serve, but also to the high quality of services they provide. Any lingering image of colleges as 'second class' or 'immature' educational institutions must be put firmly to rest if colleges wish to maintain their share of public resources. A focussed and public commitment to the principle of quality of service will be essential to the well-being of colleges in the twenty-first century.

Colleges are already committed to quality of service. What is needed is a stronger focus on that commitment, both internally with respect to policies and practices, and externally with respect to public relations. In general, quality of service is associated with an emphasis on excellent communication, good information-gathering (as in

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35 It is important to note here that we are referring to the distribution of quality as well as quantity of both human and financial resources.

36 Johnathon Gershuny and Ian Miles, The New Service Economy. (London: Frances Pinter, 1983.)

accountability), a high level of technical skill with respect to design and delivery, and flexibility, in order to anticipate and adapt to ongoing changes in client needs. In the college context, as our definition indicates, quality of educational service is related to:

- **processes** defined in relationship to the principle of equitable access; and to:
- **outcomes** which are tied to the key ideas of:
  - **relevance** to changing student needs,
  - **relationships** with communities and groups within communities served, and
  - **resources** distributed effectively and efficiently in the interests of maximizing opportunity for a diverse student group.

▲ Implementing Quality of Service: The Principle in Practice

Study Team 3 has identified three areas of strategic focus with respect to the key ideas of relevance, relationships, and resources in quality of educational services:

- education for change and development;
- links; and
- human resource development.

EDUCATION FOR CHANGE AND DEVELOPMENT:

Recommendation 8: Education for Change and Development

It would be a serious mistake to pretend that the major socio-economic and environmental challenges which Ontario, Canada and the world are facing could be solved simply through an emphasis on economic efficiency. Colleges have a social responsibility to model for and educate about activities which acknowledge and act on the challenges facing all of us. In particular, college learning must not only be about how to make 'a good living,' in the employment and income-related sense in which the phrase is usually understood. It must be about 'good living' in its broader sense — about making a life which is ethically, culturally, environmentally and socio-economically sound.

No matter what their area of program emphasis, all college students should be provided with education in skill and knowledge areas designed to maximize their ability to access a range of high quality educational and employment

opportunities.[37] Graduates of college programs should be recognized for their common set of skills and knowledge in the areas of:

- literacy;
- numeracy;
- interpersonal and communication skills;
- analytical and problem-solving skills;
- technological literacy; and
- global issues and good citizenship.

Allocation of resources to these areas should be a first priority across all programs. System-wide common parameters for 'exit standards' should be developed. The best preparation for a 'high tech' world lies in the acquisition of a set of well-developed portable and transferrable skills. These skills are essential so that students can achieve personal security for themselves and their families, and so that they can be committed and productive community members.

High quality educational services can only be developed and delivered if they are based on a thorough knowledge of the full range of educational needs colleges seek to address. Educational needs are not segmented. Economic needs are embedded in a social, cultural and personal context from which they cannot be effectively separated. The planning, implementation and evaluation of college education must be informed by an integrated view of education and life, if it is to be effectively oriented to the provision of quality educational services.

Colleges, as publicly funded organizations and as educational institutions, have a responsibility to be leaders, rather than followers, in addressing the most pressing social, environmental and economic problems facing the world and each community within it today. Providing students with the highest possible levels of competency through a common set of portable, flexible, transferrable skills will create a situation in which colleges can make a clear contribution to enhancing the capacity of Ontario's citizens to respond with confidence and compassion to present and future socio-economic and environmental challenges.

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37 High-quality employment opportunities are those which offer secure sources of meaningful and interesting work at adequate wages with good benefits and safe and healthy working conditions.

Submissions from community organizations made it clear that there is a need to develop a stronger and more coherent public image for Ontario's colleges. Employers want to 'know what they're getting' when they hire college graduates. Community organizations want to develop stronger partnerships with colleges, but need a clearer sense of what role colleges are mandated to play in the community before they can know where to begin in developing those partnerships. One answer seems to lie in agreement upon a common set of portable, flexible skills and knowledge which would be the common element in community college education and programs. This common set, according to an impressive variety of people with otherwise conflicting viewpoints, is necessary if college graduates are to cope successfully with emerging socio-economic, technological and environmental realities.[38]

As service organizations, Ontario's colleges must invest their resources in their students. As already stated, preparation for a 'high tech' world hinges on the development of transferrable generic skills. Colleges should concentrate their resources on developing those skills, in a variety of occupational contexts. In a rapidly changing world, investment in people will always yield higher returns than investment in soon-to-be-outmoded products and machinery. Of course, students need exposure to the products and tools of a 'high tech' world as part of their college education, as the quote below indicates. However, in general, this exposure should be achieved through innovation in educational processes such as co-op programs, job placements, and program-related employment opportunities.

> "The lack of a good command of English ... holds back many of the people we do hire ... often people who are technically competent cannot collect their thoughts and brief another employee in a coherent manner on a particular subject ...
>
> ... Employees also have to have strong basic math skills, a must in a highly scientific business like ours. Actually, I'd like to see most of our employees have the better part of a liberal arts degree along with their

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38 See, for example, Michael Park, Ontario Public Service Employees Union, "Vision 2000: An OPSEU Perspective," (unpublished Vision 2000 submission, May 1989); "Renewing the Commitment: How to Save General Education in Ontario Community Colleges," (unpublished Vision 2000 submission, May, 1989); George Psacharopoulos, Future Trends and Issues in Education, (Economic Council of Canada: Ottawa, November, 1988); David Wolfe, "New Technology and Education: A Challenge for the Colleges" in Colleges and the Changing Economy, (Toronto: Vision 2000, 1989).

technical training. Even the study of foreign languages is useful, because it helps you to understand your own language better. We expect to train employees on our machinery, but they have to be adept at general thinking, and have foresight ...

... Finally, studies in things like sociology help open up people's attitudes ... Over 30% of our high-class engineers are from non-anglo backgrounds, not because we hire overseas, but because Ontario is a multicultural society. It's essential to have some understanding of other cultures in the workplace."[39]

LINKS:

Recommendation 9: Links

Development and maintenance of effective partnerships between colleges and other community organizations and institutions from public, private and non-profit sectors, are essential in ensuring relevance and the most equitable and effective distribution of educational resources.

The development and maintenance of links will require the following measures:

9a. Develop outreach and community-based research.

All colleges should allocate resources to regular community-based needs assessment, in which outreach to all sectors of the community served is a component, as part of an ongoing commitment to quality of service.

9b. Promote community-based planning and decision-making.

New approaches are required in order to involve community members more directly in relevant planning and decision-making at the college level. In addition to using regular community-based needs assessments as a mechanism for participatory planning, colleges should consider developing a restructured and more fully integrated approach to creating and working with advisory committees. For example, this would include standard procedures for advertising vacancies on committees and common approaches to developing terms of reference for committees. Colleges should also establish mechanisms to ensure that ongoing cycles of strategic planning are informed and influenced by an analysis of local issues and opportunities. In particular, as part of a regular scanning process, colleges should assess the degree to which their students, employees and programs represent the needs, interests,

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39 Tom Mathers, Vice-president, Human Resources, Spar Aerospace Ltd., in Ontario Federation of Students, "College Programs: Decline of the Empire" (unpublished Vision 2000 submission, January 1989), p.9.

and socio-cultural characteristics of the wider communities in which colleges are located.

9c. Define a locally-identified role for colleges.

Individual colleges must shape their general role to specifically local opportunities and issues, in order to be relevant to the needs of the communities they serve. As indicated above, the general role of colleges should be to provide students with a set of portable, transferrable skills designed to enhance educational and employment opportunity and to provide students with the capacity to meet the social, economic and environmental challenges in Ontario's communities and in the broader world. How this role is expressed, however, will vary considerably, depending on the varying social, cultural and economic circumstances of the diverse communities which colleges serve.

9d. Develop special relationships with identified groups.

Just as special measures are necessary in order to ensure that all people have equal educational opportunities within colleges, so special relationships are sometimes necessary in order to achieve consistently strong and positive relationships with a variety of communities and of groups within communities. In particular, in situations where cultural self-determination and development is a critical educational goal (as with native peoples and with Franco-Ontarians), specially-defined relationships will be necessary in order to achieve consistent quality of service.[40]

9e. Promote laddering relationships with community-based groups:

Many community-based groups and school boards are doing excellent educational work in areas (such as literacy) which have the potential to complement and extend the scope of college programming. Laddering relationships, which provide formally-defined, college-mandated pathways to and from community-based educational programs are necessary in order to realize this potential.[41]

In the course of Study Team 3's research, we have received literally hundreds of suggestions regarding the development of relationships with groups and organizations in the communities colleges serve. The strength of the response indicates that community groups believe relationships with colleges are important.

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40 See Appendix A: Constituency-Specific Recommendations.

41 Community-based literacy programs, for example, are often able to work with learners who cannot access college-based literacy programs, or who would prefer not to attend college. Graduates of community-based programs, however, may well be prepared for college-based learning.

The number of suggestions indicates that there is a strong desire to develop and extend relationships. It also indicates, however, that there is much work to be done. Community groups want colleges to be as actively involved in the life of their communities as possible. As the following quote indicates, what is in the interests of community groups may also be in the interest of colleges:

> "In the future, an increased involvement of independent agencies as partners with boards of education, colleges and universities must occur, for several reasons. It will increase the ability of the educational system to meet the increasingly diverse learning needs of the population, thereby increasing public satisfaction. It will allow for the possibility of distributing the costs of learning more broadly--especially the costs of meeting special needs. As the various communities of interest seek feasible ways to achieve their learning needs, new vehicles for collaboration in program development and delivery, financing and administration will evolve ... In effect the scope of the publicly sanctioned system for education could be expanded while, in relative terms, the scope of the public delivery system could be reduced."[42]

HUMAN RESOURCE DEVELOPMENT:

Recommendation 10: Human Resource Development

On a system-wide basis, human resource development for college employees must be a high priority, in order to ensure that colleges have the human capacity to design and deliver relevant programs to a changing clientele.

10a. Ensure that college employees are given the opportunity to engage in ongoing skill development in the following areas: adult learning needs, styles and strategies; relevant technical and applied fields; and ethno-cultural/racial and disability awareness and accommodation.

Two critical factors in the provision of quality services are a high level of technical capacity with respect to design and delivery, and flexibility in anticipating and responding to change. In this context, careful attention to the human resource development of administrators, faculty and support staff is critical. Human Resource Development is critical not only with respect to quality of service,

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42 Ministry of Education/Ministry of Colleges and Universities, "Towards the year 2000: Future Conditions and Strategic Options for the Support of Learning in Ontario" in Review and Evaluation Bulletin 5:1. (Toronto: Queen's Printer, 1984.)

however. It is also essential in implementing educational and employment equity provisions inherent in the other key principle of equitable access.

A research project done for Vision 2000 suggests that about 50% of college faculty currently employed will still be working in the year 2000. The largest number will be in the 50-64 age range. As a group, these people will be some years removed from experience in non-college work settings. Submissions to Vision 2000 emphasized the importance of human resource development for college employees in three areas in particular: adult learning needs, styles and appropriate strategies (including distance education, independent and modular learning, accommodation for the disabled, etc); technical and applied fields relevant to college programs; and awareness and accommodation training with respect to people who have specific disabilities and people of varying racial and cultural backgrounds.

During the course of Study Team 3's research, numerous suggestions were received for human resource development, including:

- a system-wide mechanism for coordinating resources and research for use in human resource development programs at individual colleges;
- developing a skills bank, so that 'experts' within the system can be identified and contacted for human resource development purposes;
- collaborative labour-management structures for the planning of human resource development initiatives;
- exchange arrangements with college faculty and local employers and community groups.

The large number of suggestions received indicated that many people believe that human resource development is a critically important area for action in implementing their 'vision' of colleges in the year 2000.

Conclusion

Recommendation 11: Equitable Access and Quality Service — Implementing the Vision

Ontario has a choice to make. It can follow the lead of the United States and watch as its social and economic middle continues to erode, taking with it the security and well-being of a large part of our population, or it can decide that there must be an alternative. Colleges have a critical role to play in advocating for an alternative future and in ensuring that there are pathways which lead from part-time and temporary jobs offering low wages, few or no benefits, and poor safety and health conditions to high quality sources of employment. As institutions established to provide a bridge into non-university post-secondary education, and as a system which is committed to the twin principles of equitable access and quality of service, colleges can play a leading role in the movement toward an equitable, respectful and sustainable society.

11a. Establish a formal mechanism for implementing recommendations coming out of the Vision 2000 process.

This mechanism will require: an adequate resource base; a representative structure which provides for ongoing participation in decision-making at the individual college level; and an advisory committee with strong representation from community organizations and employers, which will have responsibility for monitoring and reporting on the implementation phase of Vision 2000.

Study Team 3 members and the large numbers of college staff members and community representatives who sent in submissions have put many hours of volunteer work into the Vision 2000 process. Their willingness to make that effort is, on the one hand, a tribute to the accomplishments of the Ontario college system during the years since 1966, and on the other, an indication of their interest in seeing things change.

The real work of Vision 2000 has only just begun. There a need, as our recommendation suggests, to develop formal mechanisms for implementing recommendations coming out of work done to date by Vision 2000. There is also an equally critical need for continuing research and consultation. Study Team 3's members, for example, have a particular concern about the present and future status of international education within the colleges. This concern has not, to our knowledge, been adequately addressed by any of the study teams. Our contact with

people in geographically isolated communities has been less than we would have liked, with the result that issues that have particular importance to rural and isolated communities — such as the **appropriate uses of distance education** — have not had much prominence in our work so far. **Community education** — the role of colleges in providing learning opportunities to groups, as opposed to individuals, has received very little attention. The belief that colleges have a role to play in community development was expressed by francophone and native groups, but has not been explored specifically by any of the five study teams.

These unheard voices only emphasize a point raised in many of our submissions — that the kind of consultation which Vision 2000 has inspired should not be an isolated event. People care about Ontario's colleges. They want them to be vital and important parts of their communities. And they are willing to work with the colleges to ensure that they will be.

As Study Team 3's values statement suggests, we believe that colleges have an important educational role to play in Ontario's communities. The Economic Council of Canada has recently published research which shows a well-established trend toward the erosion of the middle section of Canadian society.[43] If this trend continues, Canada, like the United States, could increasingly find itself with an 'hourglass' shape to its society, with those at the top being separated from those at the bottom, not only by income and job security, but also in terms of social and political status and influence.

But it is not necessary for Ontario's college system to accept this situation. Recent research indicates that there are alternatives to the development of the hourglass society and to the negative social, economic and political consequences it implies.[44] Education of the broadest possible range of people in skills and knowledge which are portable, transferrable and adaptable is a key element of an alternative; as is a commitment in policy and program to providing the highest possible quality of employment opportunity to people throughout society. Education is necessary, but not sufficient. It must be accompanied by measures in the areas of employment

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43 Economic Council of Canada, Legacies: 26th Annual Review. (Ottawa: Supply and Services Canada, 1989.)

44 See Heather Menzies, Fast Forward and Out of Control, (Toronto: Macmillan Co., 1989) for a fuller discussion.

equity, equal pay for work of equal value, regional development and economic development.

As institutions which are grounded in the realities of Ontario's local communities and which are committed to the twin principles of equitable access and quality of education service, colleges can play a leadership role in communities and in the province as a whole in advocating for a rejection of the hourglass trend and in demonstrating how we can move away from it. In educating for a skilled, adaptable, tolerant and committed population, Ontario's colleges can model for all of us the peaceful, equitable and viable world which is the alternative we seek. This, more than anything else, is the message about the mandate which Vision 2000's Study Team 3 wishes to give to Ontario's community college system.

Appendix A: Constituency-Specific Recommendations

Members of Study Team 3 were recruited on the basis of their knowledge and experience with groups of learners who have been identified as being under-served by the college system. Members worked individually and in small groups in developing the following recommendations relevant to the post-secondary educational needs of particular constituencies of learners.

▲ Diverse Racial and Cultural Groups[45]

Profile of current situation/needs identified:

In outreach to specific racial and cultural communities as a result of the initial needs assessment ("Access to Potential"[46]), and as part of the ongoing activity of the Multicultural Task Force, the following concerns come up repeatedly:

i) for immigrants — the need for access to general ESL (English as a Second Language) courses and general remedial/preparatory education and bridging programs. However, there is a more dramatic need for English for Special Purposes (ESP) courses — English for Clerical Workers/Auto Mechanics/Computer work/Nurses etc. This need is one which the colleges are well-situated to supply, and which might guarantee a 'market niche' as Boards of Education take on more activity in the ESL and Literacy areas.

ii) again, for immigrants — a concern about immigration and refugee status, and how this status impacts on eligibility for college attendance and financial support. These concerns are frequently reported in high school visits (as there are many immigrants and refugees in Metro high schools) as well as outreach to specific ethno-cultural communities.

iii) again, for immigrants and people of colour — the question of Ontario equivalencies for their education and training in their previous countries. This not only impacts on acceptance into colleges, but also on acceptance into a trade or professional associations.

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45 Prepared by Maureen Hynes in consultation with the members of the Multicultural Advisory Committee, George Brown College and staff at the Polish Immigrant Aid Centre, the Chinese Information and Community Centre, Woodgreen Community Centre Anti-Racism Committee, and Downtown Employment Centre.

46 See Maureen Hynes, "Access to Potential: A Two-Way Street. An Educational and Training Needs Assessment of Metro Toronto's Diverse Racial and Cultural Communities," Interim Report, July, 1987.

iv) for people of colour — the question of racism and what the colleges are doing to combat this in the attitudes of college personnel and college practices.

v) for both immigrants and people of colour — the colleges are also seen as employers. Questions are raised about the lack of movement toward the establishment of employment equity programs for all target groups (women, visible minorities, native people, the disabled, and Francophones).

vi) a lack of access to counsellors who would be able to provide information and guidance about potential college programs and the routes into them.

vii) a concern with the validity of placement and testing instruments and procedures to determine English language proficiency: Has research been done to culturally validate the tests? Do tests have differential impact on members of different cultures and races? Do they act as 'gatekeepers' rather than assessment instruments?

Barriers to access:

i) financial constraints — members of this population may have no earning capacity while in training;

ii) access to child care facilities;

iii) a perceived lack of fair and systematic means of determining educational equivalencies and credentials across all trades and professions;

iv) a lack of English for Special Purposes (ESP) courses in trades and professions. These courses are needed in order that immigrants with experience and expertise can resume their employment with the appropriate job-related language skills;

v) a lack of Ministry and individual college policy on dealing with racism structurally (admissions procedures, etc) and attitudinally (teaching styles, relationships among staff, etc.)

vi) see also barriers cited in "Access to Potential."

Recommendations:

1. Targeted funding (as in the Ontario Basic Skills Program) is required for assessment and placement, outreach and counselling, and remedial/preparatory education program development (e.g., remedial and preparatory education which includes ESP courses).

2. Ministry Race and Ethnic Relations policies are needed which require individual colleges to adopt similar policies. Ministry adoption of educational and employment equity policies is also needed. These policies should require colleges to

collect data on staff and student representation, and to establish goals and timelines for meeting these goals.

3. Access to college programs should be increased through providing course (rather than program) registration and credit.

4. The system by which members of the College Boards of Governors are appointed should be revamped. Vacancies should be advertised in a range of newspapers, including the 'ethnic' press, and criteria and procedures publicized.

5. A system-wide commitment to research and data collection should be undertaken, so that patterns of racial/cultural representation in the student body of the colleges, by college and by program, are uncovered. Research should examine other patterns such as success/failure and drop-out rates which can be correlated with the linguistic, racial, and cultural backgrounds of students. This information is needed in order to develop and adopt educational equity plans.

6. Ongoing collaboration with community groups must ensure that these organizations have a voice in planning, providing and evaluating college services and programs.

7. Program development is needed in ESP courses, literacy and numeracy as well as curriculum review processes to ensure cultural sensitivity of curriculum.

8. Cross-cultural or anti-racist staff training must be specifically designed for administrators, faculty, and support staff. Training should emphasize the relationships in the sphere of daily work, the employees' rights and responsibilities under the current Human Rights legislation, and the employee's needs on the job (e.g., training for managers in handling complaints of racism).

▲ Vision 2000 and Visible Minority Groups[47]

In the following recommendations, the Black community's experience has been used to illustrate areas which need to be addressed and which impact on the lives of many visible minorities in Ontario and, indeed, in Canada as a whole.

Recommendations:

1. Research: Data collected on the unemployment rates of graduates of high schools, colleges, and universities should be disaggregated on socio-economic and ethno-cultural/racial bases. Similarly, data presenting differential participation rates based on socio-economic status, ethno-cultural/racial background and gender should be analyzed. Data is also required on the demographic profile of college dropouts.

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47 Contributors: Wayne Burnett, Wilson Head, Philomen Wright.

2. Unemployment Rates: If empirical evidence shows that Black youth or visible minority youth generally have a higher level of unemployment, more college activity should be directed toward these groups, with specific reference to skills development.

3. Participation Rates: Groups which are underrepresented with respect to participation rates, as Blacks probably are, should be the recipients of targeted recruitment activities.

4. Disadvantaged Communities: Any expansion to college funding or facilities should consider opportunities to better serve disadvantaged communities. For example, a consolidation of Seneca College's west campuses might consider the high needs of the Jane-Finch community.

5. High School Dropouts: The college sector can and should respond to the needs of high school dropouts by designing special programmes for drop-outs, joint programmes with high schools targeted to 'at risk' youth, and more equivalency programmes.

6. College Dropouts: Similar attention should be given to college dropouts. Causes of this phenomenon should be researched and potential solutions tested.

7. Race Relations Policies: A climate of tolerance must be promoted on all college campuses. Policies on race relations are essential in order that college graduates can be contributors to greater tolerance in society at large.

8. Sensitivity in the Curriculum: Sensitivity in the curriculum is required to ensure that stereotypes are confronted and obliterated. Training is necessary in order to ensure that future care-givers (in recreation, nursing, etc) are sensitive to the increasingly multicultural and multiracial society. College graduates should be prepared to be agents of change and proponents of equity.

9. Employment Equity: Employment equity is the policy of the Ontario government and the desire of most Ontarians. The Black community has repeatedly called for mandatory employment equity. Ontario's community colleges need to review current staff audits, carry out further audits where necessary, and move decisively to ensure that society is well represented among college staff, both academic and non-academic.

10. Appointment Equity: Equally important is the need to ensure that college boards are representative of the communities they serve in terms of gender, ethno-cultural/racial background and geographic residence. If boards are not representative, appointment equity initiatives should be implemented.

▲ Specific Recommendations for Students with Special Needs[48]

The following vision for the college community, suggested by the Chairperson of the Provincial Advisory Council on Special Education, captures the underlying theme of many of the submissions to Vision 2000 from groups concerned with access for students with Special Needs:[49]

> A system which is aware of and responds to the needs of all students, including those with special needs, and which strives to enable all students to succeed.

The specific recommendations drawn from these submissions are summarized below. All of the submissions are based on the assumption that every college should be accessible to students with Special Needs. Within this context, many submissions identify a need for specialized resources and expertise, distinct from the need for centres of specialization for specific disabilities.

Recommendations:

1. All college programs and courses should be reviewed to identify essential objectives and alternative ways of achieving them, recognizing the diverse learning styles of different student populations.

2. Greater definition regarding the populations to be served by individual programs should be developed, e.g., programs for the developmentally handicapped.

3. Standardized system-wide policies and procedures to eliminate barriers and promote equal access for students with Special Needs are required, including the following:

- a basic inventory of technical aids should be available at each college;
- appropriate supports and outreach activities should be provided in order to ensure a smooth transition from secondary school to college;
- there should be greater integration of college services for students with Special Needs;
- services for students with Special Needs should be available during the evenings and weekends, as well as during the rest of the week;
- successful graduates who have Special Needs should be encouraged to act as peer supports;

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48 Compiled by Jane Kirkwood and David Robertson on the basis of written submissions to Vision 2000.

49 Special Needs means disabilities (including learning disabilities) that impair an individual's ability to demonstrate academic competence.

- colleges should train students with Special Needs to become self-advocates;
- effective assessment services for students with learning disabilities should be available;
- bridging programs to the workplace should be developed and information sharing between colleges and employers on job accommodation should be encouraged;
- the experiences of successful graduates who have Special Needs should be marketed.

4. The need for research on adults with learning disabilities should be addressed.

5. The shortage of sign language interpreters should be addressed.

6. The colleges should implement deliberate initiatives to sensitize local college communities to the distinct needs and character of special-constituency populations, including the following:

- problems associated with the lack of teacher training for college faculty should be addressed;
- professional development to address educational and attitudinal needs of faculty should be provided;
- employment equity in the college system for people with Special Needs should be achieved.

7. Funding practices which result in systemic discrimination against people with Special Needs should be identified and removed. The following initiatives should be undertaken:

- college funding should provide incentives for developing part-time learning opportunities;
- adequate funding should be provided for students who are required to take part-time versus full-time loads by virtue of their Special Needs;
- preparatory programs should be provided with realistic funding;
- the percentage of the college's operating revenue which is allocated to education equity for people with Special Needs should be increased significantly;
- funding for systematic retro-fitting of college facilities should be provided in order to make them barrier-free by the year 2000.

8. Coordination among the Ministry of Colleges and Universities, the Ministry of Skills Development, the Ministry of Education, and the Ministry of Community and Social Services should be improved to ensure that the needs of students with Special Needs are accommodated through initiatives including the following:

- funding for special programs such as Futures and Ontario Basic Skills should address the fact that in these programs the percentage of students having learning disabilities is higher than in the general community college population;
- problems with the delivery of the Vocational Rehabilitation Services program should be resolved.

9. The Ministry of Colleges and Universities should establish a Special Needs Office to communicate regularly with each college.

▲ Native Communities

During the course of Study Team 3's research, representatives of several native organizations were contacted and asked for their suggestions. In addition to several individual interviews and a group consultation with members of the Ontario Native Educational Counsellors Association, a representative of the Ontario Association of Friendship Centres and a number of native educators were interviewed. From their comments, several important themes and issues emerged. In 1988, the Education Secretariat of the Assembly of First Nations published the results of a major study of education for members of First Nations. Volume 4, A Declaration of First Nations Jurisdiction over Education, raises some important issues which were also expressed in our interviews and consultations. The Declaration states:

> "First Nations view post-secondary education as absolutely essential. Post-secondary education is necessary to provide First Nations with well qualified personnel for effective self-government and for the management and operation of effective school systems. Post-secondary programs must be funded at levels which reflect inflationary costs and enrollment increases."[50]

The Declaration also states a number of important principles which were reflected in Study Team 3's interviews:

- It affirms the right to aboriginal self-government;
- It states that education is an inherent aboriginal right;
- It calls for First Nations control over First Nations education;

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50 Education Secretariat, National Review of First Nations Education. (Ottawa: Assembly of First Nations, 1988) vol 4, p.31.

- It states that First Nations education is holistic, covering the complete range of educational needs, including post-secondary education, and must be of high standard;
- It calls for adequate funding for First Nations education.[51]

Our interviews confirmed that, in Ontario, as in the rest of Canada, post-secondary education for native people must be accessible, respectful of their cultural and linguistic traditions, supportive of self-determination and self-government, and must be of high quality. Provision of equitable access and quality of service to Ontario's native people will require a variety of initiatives, adapted to varying needs.

Currently, the Ministry of Colleges and Universities' Advisory Committee on Native Post-Secondary Education is preparing its report. The report is expected to be released in the early Spring of 1990.

Recommendation:

1. Vision 2000 should work with the Advisory Committee on Native Post-Secondary Education and should follow the recommendations of the Committee in determining ways to enhance equitable access and quality of service for Ontario's native peoples within the college system.

▲ Francophone Communities[52]

Francophone members of Study Team 3 were also participants in Table 6, which included representatives from all five study teams. Table 6 has produced its own report with recommendations for college education for Franco-Ontarians. The recommendations listed below have been extracted from the Table 6 report.

Recommendations:

The network of French-language colleges should:

1. Offer the Franco-Ontarian community educational opportunities that meet both the community's expectations and the requirements of the labour market;

2. Develop an action plan to make its clientele aware of the services that it has to offer and to encourage this clientele to use these services;

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51 As reported in Standing Committee on Aboriginal Affairs, Review of the Post-Secondary Assistance Program of the Department of Indian Affairs and Northern Development: First Report. (Ottawa; House of Commons, June, 1989.)

52 Source: Anne Gilbert, "Vision Franco-Ontarienne de l'avenir des colleges" in Additional Perspectives on the College System. (Toronto: Vision 2000, 1990.)

3. Introduce support services for its clientele, including housing, financial assistance remedial French, new student services, guidance services, and women's support services;

4. Adequately respond to clientele with special needs, not only by designing training programmes specifically for this clientele, but also by guaranteeing the support services it needs in order to take special training;

5. Become more open to the community by improving the community's access to its resources. Formal ties must be developed for this purpose;

6. Make cooperation between the colleges and the business community an integral part of programmes;

7. Develop the means to make it possible to coordinate use of the network's resources with those of the community network; develop a strategy to strengthen Franco-Ontarians' pride in their heritage as well as their sense of membership within the community and their desire to respect one another and to be respected;

8. Create leadership centres;

9. Become directly involved in projects within the Franco-Ontarian community;

10. Represent the views of the Franco-Ontarian community on any issue related to Franco-Ontarian education, French-language occupational training, and the place of Francophones in the labour market.

▲ Seniors[53]

Recommendations:

1. Comprehensive research should be conducted and shared system-wide about the future educational needs of older adults. A centralized data bank should be developed to collect information about seniors enrolled in certificate, diploma and continuing education courses in community colleges. This data could include numbers of seniors, program areas, attainment levels, financial assistance required, special needs/support services required, placement upon completion, etc.

2. Older adults and representatives from the community and government agencies which serve seniors should be involved in planning, decision-making and program evaluation through college committees and boards .

3. Colleges should be well informed about industry needs for retraining of older employees as well as the placement of retrained 'young-old' graduates.

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53 Recommendations adapted from a paper prepared by Bernice Bell, Study Team 3 member.

4. Provisions should be made for faculty and counsellors to acquire increased knowledge and skills in working with seniors. Andragogy and gerontology should be incorporated in their teaching repertoire and ongoing professional development plans.

5. The marketing of all college programs should be expanded and purposefully directed to include senior's needs and interests for retraining and second career education.

6. Admission criteria and accreditation should become flexible, respecting older adults' life experiences and prior courses at colleges or at work.

7. Fees should be charged in accordance with the principle of age-irrelevancy or age integration. Financial assistance should be made available to all economically disadvantaged students, including seniors.

8. For those seniors with less than grade 9 education, special consideration should be granted to them through admissions. In classroom requirements, special assistance should be offered to enable senior students to meet course expectations. This assistance may include age-appropriate academic tutoring, counselling, Special Needs, support services for people whose first language is not English or French, technical aids, etc.

9. While regular courses can be made attractive to seniors, specific courses should be developed as a secondary labour market for the provision of services to seniors by seniors.

10. College courses should be offered from integrated local community-based facilities, where appropriate, assuring suitable times and transportation if needed for seniors.

▲ Women's Access to Non-Traditional Training[54]

The economic and social development of Ontario depends on opening employment doors to well-trained, skilled, female workers in technology and skilled occupations. Ontario's labour supply is expected to grow at 1.3% per year between 1986 and 1996.

As the economy expands, there will be a greater need for skilled workers. There will also be fewer immigrants with skills to draw upon, a significantly smaller youth population to train, and an aging population of skilled workers. By 1996, women will comprise over 46% of the provincial labour force. Therefore training for women must begin now in order to meet the needs of Ontario's expanding economy.

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54 Prepared by Carol Brooks, Steve Zerebny, and Bev Turner.

To ensure women's entry into skilled occupations, specialized training and supports must be provided to compensate for the barriers encountered by women who enter the non-traditional workplace. These barriers include:

- lack of access to internal training with employers and external employer-sponsored training;
- lack of access to training programmes in the community;
- lack of access to affordable, quality child care;
- lack of transportation;
- sexual and gender harassment;
- negative co-worker attitudes;
- lack of access to informed career counselling which provides information on skilled occupations; and
- lack of understanding of women's learning needs by professionals.

In recent years, both the federal and provincial governments have attempted to address these issues, but advances have been made in a piecemeal fashion. There is still much work to be done to help women surmount these obstacles.

Three areas need to be addressed in any consideration of women's access to non-traditional training. These areas are:

- women's learning needs;
- women's training in technology and skilled occupations at the college level; and
- women's entry into and retention in apprenticeship training.

Women's Learning Needs:

Because many women use a relational learning style, it is necessary to establish learning environments in which they are accepted as fully-participating learners and in which they can relate positively and personally to instructors and other students. Breaking down the isolation women experience in traditional educational and business institutions is also critical to women's success in the workplace. Establishing support groups for women or building networking skills provide both role models and relational incentives for women learners.

At any level of training, women must have the opportunity to develop verbal skills, to discuss what they are learning and to utilize technical terminology. Verbalizing, as well as hands-on competency, are key factors in women's ability to perform successfully. These skills also ensure the growth of confidence and self-esteem required to see women through training and employment in a non-traditional occupation.

The fostering of analytical skills which allow women to recognize covert, negative signals related to sexual and gender harassment is essential to the maintenance of a

positive, unobstructed learning process. Effective communication and self-defence strategies for overcoming these barriers must be emphasized at all levels of training.

To ensure the effectiveness of any type of skilled training, instructors need specialized professional development which prepares them to work relationally and positively with women trainees.

Bridging Programs:

Before embarking on technology or skilled occupations training, many women need some compensatory education in math, science, and generic tool skills. Bridging programs provide this preparatory training which enables women to enter skilled trades programmes. These bridging programs are vital to women's participation in a labour market which faces a severe shortage of skilled tradespeople. Bridging programmes also address barriers through success strategies, confidence building and hands-on experience.

Reduced funding in bridging programmes through direct federal purchases is a growing concern, and colleges must be innovative in accessing alternate funding mechanisms. In some communities, Community Industrial Training Committees (CITCs) have addressed the skills shortage through the funding of Women in Trades and Technology programmes.

If the colleges are able to provide bridging and skilled trades programmes which address barriers to learning for women, then access to apprenticeships remains the critical issue to be addressed.

Entry into Apprenticeships:

Fewer than 1% of all apprentices in the construction, industrial and motive power occupations in Ontario are women. The average age of an Ontario journeyperson is between 55 and 65. In order to develop human resources to meet the needs of the economy, there is a vital need for employers to hire and train more women. This, in part, may be accomplished by colleges, community agencies, Boards of Education, the Apprenticeship Branch, and employers forming partnerships whose objective is to encourage women to enter and remain in apprenticeships. Also, linkages must be encouraged between bridging and apprenticeship programmes.

One example of the type of initiative which is required has been developed by the Ontario Women's Directorate and the Apprenticeship Branch of the Ministry of Skills Development. Thirty demonstration projects are being sponsored across Ontario to provide outreach, employment development activities, and support services to assist women's access to apprenticeships. These projects aim to increase the number of women entering apprenticeship training in non-traditional skilled occupations, and the number of employers and unions training female apprentices in these jobs. The project also aims to facilitate completion of apprenticeship training by female apprentices.

Recommendations:

1. The colleges should initiate partnerships with community agencies, Boards of Education, the Apprenticeship branch, and employers for the ongoing development and funding of bridging programs.

2. The colleges should establish linkages between bridging programmes, apprenticeship programs, and employers to ensure women's entry into and retention in apprenticeship programs.

3. The colleges should provide specialized counselling to women students in all levels of non-traditional training.

4. Instructors at all levels of skills training should receive professional development which prepares them to work relationally and positively with women trainees.

5. Women's access to bridging programmes, skills training programs, and apprenticeship programs, which are free from gender discrimination, should be a priority of the employment equity offices in the colleges.

Appendix B: Glossary of Terms

▲ **Access:**

"... accessibility, in it simplest terms, means that post-secondary education must be available to the sons and daughters of people who have not themselves had the opportunity, and to those groups in our society who have not enjoyed equal opportunity to participate ..."[55]

"Access: The opportunity for students to enrol and succeed in appropriate college programs"[56]

▲ **Adequate Support:**

Colleges provide adequate support by ensuring that all measures necessary for successful transition into and out of the college system, including financial resources, services and preparatory programs are in place and are equitable and available to all students.

▲ **Educational Equity:**

Educational equity involves the identification and removal of systemic barriers to educational opportunities that discriminate against women, visible minorities, aboriginal peoples, persons with disabilities, people living in poverty or members of other groups which have been identified as being under-served with respect to their needs for post-secondary education. Educational equity also involves the implementation of special measures and the application of the concept of reasonable accommodation when these are necessary to achieve and maintain a student group which is representative of the communities served.[57]

▲ **Employment Equity:**

The Province of Ontario has defined employment equity as:[58]

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55 Brian Segal, Chair, Report of the National Forum on Post-Secondary Education. (Toronto: Council of Ministers of Education, Canada, 1988.)

56 Terry Dance, " Access and Quality: Preparatory and Remedial Education in the Colleges," Challenges to the College and the College System. (Toronto: Vision 2000, 1990.)

57 This definition is based on the definition of employment equity currently in use by Employment and Immigration Canada. See Employment and Immigration Canada, Employment Equity: A Guide for Employers, (Ottawa: Supply and Services Canada, no date, WH-3-596).

58 The Ontario Human Rights Code: An Overview, (Toronto: Ontario Human Rights Commission) unpaginated.

"equal employment opportunity regardless of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, sexual orientation, age, record of offenses, marital status, family status, or handicap ... (E)mployment decisions should be based on merit, and not on criteria that are unrelated to job performance."

▲ **Equity:**

"Every individual should have an equal opportunity with other individuals to make for himself or herself the life that he or she is able and wishes to have ... without being hindered in or prevented from doing so by discriminatory practices based on race, national or ethnic origin, colour, religion, age, sex or marital status, or conviction for an offence for which a pardon has been granted or by discriminatory employment practices based on physical handicap."[59]

▲ **Lifelong Learning:**

'Lifelong learning' includes those purposeful activities that people undertake with the intention of increasing their knowledge, developing and updating their skills, and modifying or affirming their attitudes throughout their lifetimes.[60]

▲ **Quality of Educational Service:**

Quality of educational service is both process and outcome. With respect to process, quality of service is based on equitable access and its attendant concepts of educational equity, lifelong learning, adequate support and ongoing research for planning and evaluation. With respect to outcome, quality of service is based on **relevance** to learner needs, **relationships** with groups served and effective and efficient distribution of **resources** in order to achieve optimum levels of educational and occupational opportunity for a diverse group of present and potential students.

▲ **Special Needs:**

For the purposes of this paper, the following definition of special needs has been used: "Special Needs means disabilities (including learning disabilities) that impair an individual's ability to demonstrate academic competence." Elizabeth Thorsen, Study Team 3's researcher investigating issues related to special needs has cautioned, however, that by the year 2000, Ontario's colleges should follow the lead

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59 Canadian Human Rights Commission, Canadian Human Rights Act: A Summary. (Ottawa: Government of Canada, 1978.)

60 Adapted from: Organization for Economic Cooperation and Development, Secretariat, Learning Opportunities for Adults: Framework for a Comprehensive Policy for Adult Education. (Paris: OECD, 1975.)

of the Human Rights Commission in developing a position on special needs which emphasizes 'reasonable accommodation,' rather than particular sets of physical, mental or learning characteristics. Elizabeth Thorsen, "Special Needs Students: Toward the Year 2000" in Colleges and the Communities. (Toronto: Vision 2000, 1990.)

▲ **Sustainable Development:**

A community-based process of planning and development directed toward achieving optimum states of human and environmental well-being without compromising the possibilities for other people, at other times and places, to do the same.

▲ **Systemic Discrimination:**

Institutional arrangements, such as those affecting part-time learners, which mean that, despite the good intentions of everyone involved, some people are ultimately 'less equal' than others.[61] Systemic barriers tend to be visible only to those who experience them. The more effective the barriers are, the less likely it is that colleges will hear about them from those who are affected. Systemic barriers frequently have at least as much to do with what is not in place, as they do with what is. For example, absence of child care facilities, lack of or infrequent public transportation links to colleges during evening hours, inadequate financial assistance, absence of interpreters for deaf or readers for blind people, have all been identified as barriers by people who have not been able to access the college system, despite their desire to do so.

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61 See Ontario Council of Regents, With the Future in Mind: An Environmental Scan, (Toronto: Ontario Council of Regents, March, 1989) for a review of communities which have been identified as being under-serviced, or possibly under-serviced, by the colleges.

Appendix C: Members of Study Team 3

Ruth Gates, Chair,
Vice-President,
Community Services,
Fanshawe College

Francie Aspinall, Executive Officer,
Teaching Master,
Centennial College

Bernice Bell,
Teaching Master,
College Vocational Program,
Seneca College

Carol Brooks,
Vice-Chair,
Social Assistance Review Board
Ministry of Community & Social Services

Gordon Cressy,
Vice-President,
Development & University Relations,
University of Toronto

Louise Eaton,
Special Needs Coordinator,
Cambrian College

Sharon Goldberg,
Supervisor,
Continuing Education Conference Centre,
Sir Sandford Fleming College

Jim Griffis,
Member,
Ontario Council of Regents

Wilson Head,
Board of Governor Member,
Urban Alliance for Race Relations

Patty Holmes,
Former Vice Chairperson,
Canadian Association of Independent Living Centres

Maureen Hynes,
Multicultural Coordinator,
Community Outreach Department,
George Brown College

Jane Kirkwood,
Chief Analyst,
Commercial & Operational Services,
Ministry of Colleges & Universities

Carolle Laflamme,
Agent de Développement Regional
Direction Jeunesse

Valerie McGregor,
Director,
Aboriginal Post-Secondary Counselling Unit

Jill Morgan,
O.P.S.E.U. Negotiator,
Employment Counsellor,
Futures Program,
St. Clair College

Dave Robertson,
College Special Needs Consultant,
Centennial College,
Warden Woods Campus

Bev Turner,
Vice-President,
Access Programs,
Durham College

Brenda Wall,
Project Director,
Metro Labour Education Centre

Philomen Wright,
Member,
Ontario Rent Review Board

Steve Zerebny,
Program Coordinator,
Apprenticeship Branch,
Ministry of Skills Development

Appendix D: Description of Study Team 3 Process

Study Team 3, Colleges and the Communities, met 10 times and was composed of 18 individuals (see Appendix C) from community-based organizations, the colleges and government. Members represented the interests of diverse communities of learners. The team developed priorities and research questions; participated in consultations, workshops, and research; and in some cases, wrote constituency-specific recommendations for the final report. (See Appendix A). They also assisted in redrafting background papers and the final report.

Under the guidance of the Study Team, five background papers were produced. Three were written in response to research questions identified during initial meetings. Additional papers were prepared examining the needs of students with disabilities and the needs of older adults. All of these papers and a summary of Vision themes have been published in a single volume of Study Team 3 background papers. (For Abstracts, see Appendix F.)

In February 1989, the team solicited community input by inviting the submission of 'visions.' A guideline manual, *Imagine the Colleges in the Year 2000*, was distributed in English and French to approximately 800 groups throughout the province. We received approximately 60 visions, many of which represented coalition submissions and consultation with member organizations (see Appendix G).

The Study Team 3 researchers and Executive Officer also conducted interviews and surveys with several individuals and community groups including Community Industrial Training Committees. Regional focus groups were held with community agency representatives in Windsor-Essex and Thunder Bay and District. Input was also received through several community workshops and conferences, college conferences, and ACCATO committee meetings (see Appendix H).

In addition, material related to Study Team 3 was forwarded from other study teams, and our team participated in Study Team 4 consultations at Georgian, Sir Sandford Fleming, St. Lawrence and Canadore Colleges.

Based on the consultations and submissions received, Study Team 3 established priorities around access and equity, developed recommendations, and forwarded these to the Steering Committee. The last study team meeting was held in December 1989 and the Study Team 3 Final Report was sent to the Vision 2000 Steering Committee in January 1990. The Chair of Study Team 3, Ruth Gates, is a member of the Steering Committee which has continued responsibility for the development of final policy recommendations for Vision 2000.

Appendix E: Meeting the Needs of Diverse Learners Submissions from Community Organizations & the Colleges

Vision 2000, a review of the Ontario college system's mandate, encouraged broad participation from many sectors, both inside and outside the colleges. Study Team 3 was greatly assisted by the ideas that people submitted through their written 'Visions.' As well as identifying themes from many of the visions, this report highlights more directly a sampling of some representative quotes from submissions. A list of Study Team submissions appears in Appendix G: Visions Received.[62]

Individuals, coalitions, organizations, Community Industrial Training Committees, employers and college representatives wrote to us with many concerns and creative ideas about how colleges could best serve our increasingly diverse learners in the future. Although submissions often represented a particular perspective or group, many common themes emerged and these helped to form the Study Team 3 Final Report's recommendations to the Steering Committee.

▲ A Values Statement for the College System

As they defined their vision of the college system, many contributors expressed principles, values and assumptions about the society and the college system they envisaged in the Year 2000. The following sample quotes illustrate some of the recurring ideas that have informed Study Team 3's recommended Values Statement in the Final Report (See Recommendation 1: Values).

> ... the government and the colleges must collaborate in maximizing accessibility to educational opportunities and further, must collaborate in educating Ontarians to the social and long-term economic toll of failing to improve the status quo.
>
> *College Committee on Student Affairs*

> A creative and responsive community college system would constantly be assessing who in this society needs information or skills to maximize self-sufficiency and quality of life ... and responding appropriately to them.
>
> *United Way of Greater Toronto*

▲ Equitable Access and Educational Equity

Many visions began by clearly identifying the barriers faced by their often overlapping constituencies.

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62 Copies of the full text of Visions submitted to Study Team 3 are held at the Ontario Council of Regents, 790 Bay Street, Toronto, Ontario, M5G 1N8.

There has been a drift on the part of the Colleges of Applied Arts and Technology from the original mandate to provide skill training for grade 12, general level graduates. Instead, admission policies ... have catered to students with grade 12 advanced, grade 13 and even other post-secondary standing.

Chatham-Kent Youth Employment Counselling Centre

... women are concentrated in sectors and jobs with little access to employer sponsored training; ...women's responsibilities for child and household care in addition to paid work leave little time available for education.

Women's Program, Algonquin College

As these [adult training and retraining programs] are basically government sponsored programs for the chronically unemployed, the restrictive eligibility criteria ... in most cases limits participation of those who do not have the financial means to relocate to other communities.

Kirkland Lake & District Industrial Training Advisory Committee

The need to accelerate opportunities for access and educational equity has lead to public policy and legislation which significantly affect the college system. One such example cited was the Ontario Human Rights Code.

One of the purposes of these amendments [to the Ontario Human Rights Code] was to impose a duty on groups such as employers and service providers, like community colleges, to accommodate people with disabilities by removing barriers which hindered a disabled person's equal opportunity to participate ... Legislation in this province is unequivocal.

Equal Coalition
(11 Agencies representing people with disabilities)

▲ Lifelong Learning

Many of the visions identified ways that colleges could support and promote lifelong learning. One recurring recommendation was that the distinctions between part-time and full-time students and programs be eliminated to reflect the reality of increasing part-time participation.

It is the understanding of this committee that current funding formulas related to part-time learners provide lower grants than those for full-time students. This is a disincentive to programs and activities that respond to part-time learners and funding should reflect this reality.

Advisory Committee Developmental Care for the Mentally Retarded Program, Sheridan College

> ... students should be able to transfer from full-time to part-time or vice versa, or take a combination of day and evening courses by merely accumulating their credits. Without such changes, many clients are virtually cut off from longer term training — precisely the training which leads to more stable and well-paid employment.
>
> *Times Change Women's Employment Service*

Other submissions highlighted the importance of a continuum in the relationship between colleges and their learners. This would enable colleges to more effectively assess needs, plan and develop programs, evaluate their offerings and be more accountable to their communities.

> Council urges the VISION 2000 Project to consider ways to educate teachers and counsellors at the high school level to increase their understanding of the abilities and needs of disabled persons.
>
> *Ontario Advisory Council for Disabled Persons*

> When a student successfully completes a course but then fails in the workplace, a follow-up by the College could determine where the course might have failed in making the student job ready. This would be of great benefit in delivering future courses.
>
> *Victoria County Training Council*

▲ Adequate Support

Visions from various groups highlighted the specific forms of support that their constituents may require. They stressed that these supports should be planned in conjunction with individual needs assessment which take into consideration differences in cultural background and learning styles. Stabilized funding was also cited as essential for preparatory and access programs (outreach, bridging programs and counselling). These supportive services and programs were seen as ways to maximize learners' potential for success and independence.

> Currently, the colleges receive no special funding for this [preparatory programming], but it may prove more cost-effective in the long run to provide it, thus enabling more students to complete a program successfully.
>
> *College Committee on Special Needs*

> In keeping with the nature of post-secondary study, the contact person for disabled persons should take care to arrange support contracts that will gradually lead toward independence rather than creating unnecessary dependence ... It is essential that the integrity of the student, his course and the institution be maintained.
>
> *Learning Disabilities Association of Ontario*

> ... unemployment among blind and visually impaired persons is extremely high (estimates vary between 60-80%). With access to a

quality education, many more blind and visually impaired persons could become productive and independent members of society.

BOOST (Blind of Ontario Organized with Self-Help Tactics)

Many contributors recognized that as the role of women continues to change in families and the workforce, participatory planning and adequate supports are critical to success.

Having a daycare spot on campus made everything easier.

The school needs programs which encourage parents to take that first step of committing to a college education ... the self-confidence to say 'yes, I can do this'.

Durham Region Social Services, Social assistance recipients enrolled in Single Parent Employment Program at Durham College.

Chronic unemployment, layoffs, the realities of suddenly becoming a sole-support parent, the experience of abuse in the home are all factors which precipitate or accompany the retraining process for females ... any one or a combination of these realities points to the need for counselling and support networks which will empower the women to make the changes necessary to adapt to their new lifestyle.

Ontario Network for Women in Trades & Technology

Visions outlined ways in which the goals of lifelong learning and adequate support could also be enhanced by changes in teaching and delivery methods. There were many calls for more co-op programs and individualized, student-centered delivery.

... a 'Co-op' type of program based on individual needs would be more appropriate.

Cambridge Multicultural Centre

Individual instruction? Why not? Cost is not the major factor. The will to do it is. Helping everyone learn to their maximum potential has always been one of public education's favorite platitudes. By the year 2000, it will be an absolute necessity.

The Chamber of Commerce Niagara Falls

▲ Research

Study Team 3 recommended that the colleges develop further capacity for research into learners' needs and changing conditions at local and provincial levels. Questions such as the one below will require research to inform planning and evaluation.

The demographic and ethnic composition of North York has undergone significant changes to reflect the influx of new Canadians

and the impact of the 'baby boom.' How can college programming adapt to the new community in North York?

Adolescent Sub-Committee, North York InterAgency and Community Council

Ontario colleges were also seen as having a greater role in international education which would involve new approaches to recruitment, delivery, and professional and program development supported by research.

> The Colleges will ... submit proposals for program development funds and bilateral projects through the Association of Canadian Community Colleges and participate in research activities of the International Development Research Centre.
>
> *College Committee on International Education*

▲ Quality of Service

The need for relevant programs and services, strong relationships with groups outside the college and the equitable and effective distribution of resources were all themes that surfaced throughout visions These concerns were fundamentally linked to respondents' perceptions of quality of service.

▲ Programs for Opportunity

Several community-based organizations and college representatives called for the promotion of generic skills so that students could be thoughtful, literate problem-solvers able to adapt more readily to change on the job and in society. General education, from the community to global perspective, was cited as important to citizens preparing for the 21st century.

> ... the most significant change in Ontario society by the year 2000? Ability to adapt to changes in technology — flexibility, generic skills.
>
> *Cambridge Industrial Training Committee*

> ... If we are to achieve our goal of quality education, all aspects of college learning, specific career skills, general skills such as thinking and problem solving, and the knowledge and attitudes needed to live well in the twenty-first century, must be directly addressed in the curriculum.
>
> *"Visions from St. Lawrence College"*

▲ Links with Community Organizations

Stronger links between colleges and community-based employers and organizations were repeatedly recommended in submissions. Some of the benefits expected through these relationships included opportunities for more informed planning,

more relevant course offerings, shared expertise and resources, and greater sharing of responsibility in decision-making.

> Partnership is the key to responsive training in the future. Colleges and the private sector will be required to closely collaborate in the communities' training efforts.
>
> *Sudbury Industrial Training Advisory Committee*

> Use or co-operate with the expertise of literacy practitioners in a community-based literacy program ...
>
> *Lake of the Woods Adult Learning Line*

> It is ... paramount to solicit the involvement of the deaf and hard of hearing community. An advisory council should be established with the majority being representative of consumer-oriented groups and organizations. This council could direct the establishment of services to deaf and hard of hearing students at post secondary institutions.
>
> *The Canadian Hearing Society*

▲ Human Resource Development

Community respondents encouraged the college system to provide more professional development for their personnel in two main areas. An important priority was that faculty continue to develop technical and professional skills related to the changing workplace. A second suggestion was that employees receive awareness training to respond more effectively to the strengths and needs of diverse learners.

> Consideration should be given to exchanging an instructor every 5 years with a person in a related industry. This would keep the College's courses up-to-date and would also be of great benefit to the companies involved.
>
> *Victoria County Training Council*

> There needs to be a strategic plan for Special Needs professional development within the colleges. There is a need for devising, assessing and planning an integrated approach.
>
> *"The Special Needs Student in the Year 2000"*

Well-developed employment equity practices were also seen as ways to create and capitalize on diverse expertise within the college, for the benefit of students, staff and the community.

> Our main concern would be that the staff and student body of all the colleges in Ontario reflect the cultural, racial, and ethnic diversity that now make up the population of Ontario, and which is likely to continue for the next decade and beyond.
>
> *Kingston and District Immigrant Services*

> The presence of disabled staff gives a clear message to the student population that handicapped people are more ABLE than DISABLED, as well as making use of available talent.
>
> *VIEWS - For the Visually Impaired*

▲ Advocacy Role

Submissions reminded the colleges of their role in democratizing social and economic opportunities, both in domestic and international education.

> Colleges which offer hope [to learners] by providing the opportunity to become literate and socially responsible could become a central focus for our communities.
>
> *The Lung Association*

> Ontario's colleges should become vigorous in bidding and obtaining contracts of a mutually beneficial nature from those nations which can afford to pay for educational and consulting services. At the same time, colleges should be proactive in becoming involved ... in support of those lands which are in desperate need of assistance.
>
> *College Committee on International Education*

▲ Conclusion

A critical challenge for the college system will be to find ways to continue this dialogue with those who are served by and contribute to colleges. It will be essential to create opportunities for representation, and for planning and decision-making with diverse communities. The future of colleges, communities and the larger global community will be best served by communicating clearly and developing the strengths inherent in our diversity.

Appendix F: Abstracts of Background Papers

▲ Susan Wismer

Ontario's Community Colleges: Values for the Year 2000

As part of its contribution to Vision 2000's research, Study Team 3 initiated a research project designed to examine critical issues with respect to access and equity in relationships between colleges and communities. Part I of the research examined the founding values and principles of the college system and analyzed their relevance twenty-five years on. Based on interviews, consultations and a series of workshops with Study Team 3 members, a recommended values statement for colleges in the year 2000 was drafted. This paper reports on the results of Part I of the research project and includes the recommended values statement.

▲ Susan Wismer

Towards the Year 2000: Communities within Colleges

This second paper in the series of three, reports on the results of Study Team 3's research with respect to access to college education. The paper suggests that an initial emphasis on developing full-time programs designed to meet the needs of young highly motivated high school graduates with a need for an intensive preparation for work has created a legacy of systemic barriers for those whose needs and interests are different. Overcoming those barriers through a commitment to the principle of equitable access will require the development of new policies, programs and services in a number of strategic areas including the following: lifelong learning, service to diverse groups, accountability practices, and planning.

▲ Susan Wismer

Relevancy and Linkages; Colleges and Communities Working Together

The final paper reporting on the results of Team 3's research focusses on relevancy and linkages, as key elements in the provision of high quality and equitable access in college education. The paper identifies the following critical elements in ensuring relevance: an integrated approach to needs assessment; locally-based planning and decision-making; system-wide supporting structures; a learner-centred system; a focus on educational equity. Linkages — effective partnerships — were also identified as being critical to the development and maintenance of relevance. Study Team 3 received literally hundreds of suggestions regarding the development of linkages during the course of its work. These suggestions emphasized that colleges can form effective partnerships with community groups; that partnerships should be multilateral, operating at community, regional and provincial levels; that current jurisdictional problems inhibit the development of effective working partnerships; and that special partnerships are required in certain circumstances.

▲ Bernice Bell

Post-Secondary Skills Training and Education for Senior Citizens

As the numbers of elderly persons increase, the college system will be called upon to provide more educational opportunities for senior citizens. This report examines the diverse needs of older adults, their various motivations for seeking college education, and the implications that these may have for the college system. The heterogeneous character of the elderly is highlighted, particularly of those individuals who continue to function independently and who have expectations about further education, employment, and community involvement. However a caution is noted about society and colleges placing a higher value on economically productive seniors. Colleges are seen also as leaders in training for services to the 'not-so-able elderly.'

Recommendations outline ways in which the college system can more effectively serve older adults through attitudinal changes, strategic planning and participatory decision-making, college program content and delivery, marketing, student and academic services, financial aid, attainment and placement and community consultation.

▲ Elizabeth Thorsen

Special Needs Students: Toward the Year 2000

This paper describes the present and potential population of college learners and employees with special needs. The paper is divided into two sections. The first section presents background research about access for those with special needs. This includes a discussion about changes in definitions, the impact of legislative initiatives, and population profiles. The second section describes practices affecting students with special needs in both Ontario and other jurisdictions.

Several issues with implications for system-wide planning are discussed, particularly the dilemma of broad access versus specialization. Suggestions for partial rationalization are presented. The implications for changes in funding are discussed with particular reference to program delivery.

As part of the research, a survey was conducted. Results concern such issues as program access, barriers and linkage. Finally, recommendations for policy options are suggested.

Appendix G: Visions Received

Approximately 60 formal submissions were made to Study Team 3 from community and college groups. Some of these included coalition submissions representing several individuals and associations.

In addition, Study Team 3 received some submissions sent to Study Team 4 that related directly to the needs of diverse groups.

College Committee on Student Affairs

St. Clair College Youth Employment Centre

VIEWS For the Visually Impaired, Toronto

St. Clair College Thames College Nursing Program

United Way of Greater Toronto

Kingston & District Immigrant Services

St. Clair College Med Lab Advisory Committee

The Lung Association, Toronto

Espanola General Hospital

Learning Disabilities Association of Ontario, Toronto

Social Development Council of Ajax-Pickering

Lake of the Woods Adult Learning Line, Kenora

Doreen Kronick, Learning Disabilities Consultant

Sault Ste. Marie Community Industrial Training Committee

North York Interagency and Community Council Adolescent Sub-Committee

College Committee on Special Needs

Equal Coalition - ARCH (11 Toronto and provincially-based agencies serving people with disabilities)

Cambridge Industrial Training Committee

Kirkland Lake and District Industrial Training Advisory Committee

Employment Services of Durham Region Social Services

Times Change Women's Employment Service, Toronto

Young Women's Christian Association, Oshawa

Program Advisory Committee for the Developmental Care for the Mentally Retarded, Sheridan College

Algonguin College Women's Program Co-ordinators

Loyalist College

Chatham-Kent Youth Employment Counselling Centre

Association canadienne-française de l'Ontario - Nippissing

Mary Jo Ternovan & Carolyn Haliday, E.C.E. alumni, St. Clair College

Cambridge Multicultural Centre

Hong Fook Mental Health Service, Toronto

"Special Needs Students in Colleges"

Prescott-Russell Training Corporation Corporation

Ontario Advisory Council for Disabled Persons

Chaplain, St. Lawrence College

"The Special Needs Student in the Year 2000"

BOOST (Blind of Ontario)

North Shore Industrial Training Committee

Canadian Hearing Society

Kitchener, Waterloo, Guelph Community Industrial Training Committee (#1)

Victoria County Training Council

Ontario Network of Women in Trades & Technology

Algonquin College Christian Community

Sheridan College ECE Program Advisory Committee

Confederation College Vision

Kitchener,Waterloo, Guelph Community Industrial Training Committee (#2)

Early Childhood Education Advisory Committee, Seneca College

"International Education and the Ontario Colleges of Applied Arts & Technology," College Committee on International Education

Academic Council Task Force on Vision 2000, Collection of 15 submissions from St. Lawrence College (including visions on part-time learners, special needs, human resources development, student services and "community dialogues")

Rainy River Committee for Skills Development

Stormont, Dundas, Glengarry Industrial Training Council

Niagara Falls Chamber of Commerce

Sudbury Industrial Training Advisory Committee

Industrial Training Committee for North York and York Region

Algonquin College Management Centre Vision

L'Association Canadienne-française de l'Ontario, Conseil régional Oshawa-Peterborough

College Committee on Equity in Education and Employment

Fanshawe College Instructors, Women into Trades and Technology Programs

Appendix H: Consultations

The Executive Officer and Study Team Members consulted with representatives of community groups, as well as college and government personnel who are in direct contact with diverse communities of learners.

The individuals listed below were part of these consultations. In addition, there were many others contacted by Study Team 3 members who participated in discussions which are reflected in members' Constituency-Specific Recommendations (See Appendix A).

Terry Dance,
Dean of Access Programs,
George Brown College

Norman Lapointe,
ACFO (Association canadienne-française de l'Ontario)

John Restakis,
English Literacy Co-ordinator,
Ministry of Skills Development

Hugh Armstong,
Associate Dean of General Studies,
Centennial College

Sandra Lang,
Director, Community Services Division,
Ministry of Community & Social Services

Robert Richardson,
Employment Counsellor,
Parachute Community Employment Centre

Pat Boland,
Researcher,
Ministry of Community & Social Services

Robyn Knapp,
Teaching Master &
Member of Board of Governors,
Centennial College

Douglas Bailey,
Ontario Native Alliance

Eva Nichols,
Executive Director — Learning Disabilities Association of Ontario, and
Chairman — Provincial Advisory Council on Special Education

Diane Burroughes,
Counsellor,
Seneca College

Aisla Thomson,
Director, Canadian Congress for Learning Opportunities for Women

Gilles Gatien,
ACFO

Priscilla Hewitt,
Native Literacy Co-ordinator,
Ministry of Skills Development

Wendy Vermeersh,
Equal Opportunity Co-ordinator,
Sheridan College

Isabelle Clements,
Counsellor,
Centennial College

Thomas Vegh,
Employment Counsellor,
Parachute Community Employment Centre

Judi Bauer,
Provincial Coordinator,
Educational Support Services,
Canadian Hearing Society

David Youngwolf,
Chairman,
Toronto Urban Indian Council

Sheila Wahsquonaikezhik,
Ontario Native Alliance

Teresa Gonzales,
Consultant — Affirmative Action & Race Relations, and
Principal — Adult Education Centre,
Kitchener, Ontario

Simmy Hyman,
Affirmative Action Coordinator,
Centennial College

Frances Rowe,
Legal Counsel,
Ministry of Colleges and Universities

Patrice Fleniken,
Mature Student,
Centennial College

Hon. John Sweeny,
Former Minister of Community and Social Services

Alfred Abouchar,
Secretary General,
Council for Franco-Ontarian Education

Grace Shore, Facilitator,
Ontario Network for Women in Trades and Technology
Program Consultant — Equal Opportunity,
Municipality of Metropolitan Toronto

Lyn Beak,
Community Outreach Officer,
Ontario Women's Directorate,
Thunder Bay, Ontario

Jean Bujold,
Vision 2000 Coordinator,
Confederation College

Anne Gilbert,
Researcher for Francophone Sub-group of Vision 2000

Anita Shilton,
Ministry Analyst, Cabinet Office,
Office of Francophone Affairs

Irene Volinets,
Special Needs Counsellor,
Centennial College

Vic Murgaski,
Retired Teaching Master,
Centennial College

Carol Martin,
Native Educator, Vice Chair,
Social Assistance Review Board, Thunder Bay

Maggie MacDonald,
Instructor, WITT Program,
Fanshawe College

Karen Favalero.
Instructor, WITT Program,
Fanshawe College

Elizabeth Wood,
Mature Student,
George Brown College

Margaret Pollard,
Education Consultant,
Ontario Association for Community Living

Greg Sones,
Advocacy Resource Centre for the Handicapped

Gerry Gaughan,
Coordinator of Social Sciences,
St. Clair College

Karen O'Gorman,
Coordinator for Northern Literacy Program,
Canadian Hearing Society,
Thunder Bay, Ontario

June White,
Sole Support Mothers Project,
Durham Regional Social Services

Robert Mitchelson,
Vice-President,
Confederation College

Catherine Lengyel,
Government Relations,
ACFO

Nadean Koch,
Chairperson Applied Arts,
Sault College, Sault Ste. Marie, Ontario

Sylvia Maracle,
Director,
Ontario Federation of Indian Friendship Centres

Nancy Brady,
Health and Welfare Canada

Susan Booth,
Co-author of provincial Women into Trades and Technology WITT Program Curriculum

Theresa Dietrich,
Instructor, WITT Program,
Fanshawe College

Judy Lavallee,
Native Youth Worker,
Golden Lake, Ontario

Wilma Jacobs-Taylor,
Coordinator of Native Studies,
Curve Lake, Ontario

Ed Schreibler,
Lakehead School Board,
Thunder Bay

Josie Necan,
District Representative,
Ontario Native Education Counsellors Association, Osnaburgh, Ontario

Pat Armstrong,
Chair, Sociology Department,
York University

Marg Simpson,
Counsellor,
Sault College

Tom Williams,
Educational Counsellor,
Walpole Island Reserve

Jerry Perrault,
Assistant Director of Education,
Rainy Lake Ojibway Education Authority

Janice Dembo,
Mayor's Committee on Race Relations,
Toronto

Mario Calla,
Executive Director,
COSTI

Howie Sinclair,
Executive Director,
Ontario Council of Agencies Serving Immigrants

Michelle Farrell,
Senior Policy Analyst,
Ministry of Colleges and Universities

Rigby Kwok,
Director,
Ontario Chinese Restaurant Association

Ratna Omidvar,
Toronto Office Skills

Linda Reid,
Newcomers Services Branch,
Ministry of Citizenship

Barbara Chum,
Education Program Manager,
Moose Factory, Ontario

Daisey Munroe,
District Representative,
Ontario Native Education Counsellors Association, Osnaburgh, Ontario

Elizabeth Thorsen,
Researcher,
Special Needs Students

Rose Caicco,
Teaching Master,
Sault College

Wayne Burnett,
Teacher,
North York Board of Education

Paul Bourgeois,
Peterborough Representative,
Ontario Native Education Counsellors Association

Akua Benjamin,
School of Social Work,
Ryerson Polytechnic Institute

Mary Bruce,
Director Equal Opportunity Division,
City of Toronto

Volney Campbell,
Chair, Education Committee,
Urban Alliance on Race Relations

Alice de Sousa,
Portuguese Inter-Agency Network

Karl Fuller,
Alternative Computer Training for the Disabled

Mary Rowles,
Equal Opportunity Coordinator,
OPSEU

Tanya Onyschuk,
George Brown College Board of Governors

Charles Smith,
Community Relations Officer,
Multicultural and Race Relations Division,
Toronto City Hall

Julia Tao,
Chinese-Canadian National Council

Alvin Lander,
School of Social Work,
Ryerson Polytechnic Institute

Phil McLaren,
Organizational Resources Counsellors,
(ORC Canada Inc.)

Most Reverend J.A O'Mara,
Bishop of Thunder Bay

James Foulds,
former Thunder Bay M.P.P.

Kevin Nymark,
Supervisor of Older Adult Programs and Services,
Parks and Recreation Dept., Thunder Bay

Faye Frith,
Ministry of Community & Social Services,
(Centennial college alumni)

Sharon Goldberg,
Supervisor, Continuing Education,
Sir Sandford Fleming College

Terry Anderson,
Director,
Northwest Regional Co-ordinating Centre,
Contact North/Contact Nord

Bonnie Sormin,
S.M.I.L.E.,
Durham Dept. of Health Services

Lynn Forbes,
Family Counselling,
Durham Regional Social Services

Dagmar Busshoff,
Board of Education — Bowmanville,
Centre for Industrial Studies

Lynda Sauriol,
Manager,
Durham College Employment Equity

Olga McGuay,
Durham Dept. of Health Services

Denis Bergerond,
Literacy Life Skills Coach
Canadian Hearing Society, Thunder Bay

Pierre-Eddy Toussaint,
President,
Association Multiculturelle Francophone
d'Ontario

Maria Wallis,
Women Working with Immigrant Women

Gladys Wonderly,
Board Member,
Nokeekwe Skills Development Organization

James McCuaig,
Director,
Lakehead Board of Education

Rev. Keith Boyer,
Thunder Bay

Charles Grant,
Manager,
Marlin World Wide Travel, Thunder Bay

Bill Kuehnbaum,
Teaching Master,
Cambrian College

Judy Roberts,
Director,
Northeast Regional Co-ordinating Centre,
Contact North/Contact Nord

Jim Turk,
Director of Education,
Ontario Federation of Labour

Sue Misiewicz,
C.E.I.C.,
Ajax

Lawrence Settle,
Prospects,
Durham Regional Social Services

Linda Mantzel,
C.E.I.C.,
C.J.S. Unit, Oshawa

Lori Cook,
Officer,
Durham College Special Needs

Noreen Finnigan,
Information Ajax/Pickering

Lily Chin,
Literacy Life Skills Coach
Canadian Hearing Society, Thunder Bay

Julie Carrol,
Y. W. C. A.,
Oshawa

Members of
College Committee on Special Needs, ACAATO

Members of
College Committee on Student Affairs, ACAATO

Participants in
Brock University Special Education B.Ed program for College Faculty

Participants in
Ontario College Chaplains Group

Participants in
Vision 2000 Management Development Institute Conference

Participants (representing 18 agencies) in
Windsor-Essex Community Agencies focus group (St. Clair College)

Participants (representing 21 agencies) in
Thunder Bay & District Community Agencies focus group (Confederation College)

Participants in
Parachute Employment Centre community focus group

Participants in
Workers and Communities Conference,
York University

Participants in
Managing Diversity,
Ministry of Colleges & Universities Conference

Members of
College Committee on Equity in Education and Employment, ACAATO

Participants in
Conference for College Boards of Governors, ACAATO

Participants in
Ontario Native Education Counsellors Provincial Conference

Participants in
FACETS Conference for College Faculty, Georgian College

Participants in
St. Clair College Social Sciences Department Vision 2000 meeting

Participants (representing 6 agencies) in
Durham Community Agencies meeting (Durham College)

Participants in meeting with
Canadian Hearing Society/Equal Coalition Advocacy Group representing 11 Metro and provincial agencies for people with disabilities.

Participants in
Vision 2000 College Visits to St. Lawrence, Sir Sandford Fleming, Canadore, and Georgian Colleges

Participants in
Toronto 2000: Transcultural Realities Workshop,

Participants in
The Contemporary Women's Movement: Issues and Impact Workshop,
Ontario Public Interest Research Group

Participants in
Equal Opportunities Entering the 90s, Conference,
Equal Opportunities Division, Toronto City Hall,